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ABSTRACT

The reports in this volume concentrate on various aspects of the 1978 program designed to meet the employment needs of disadvantaged and minority youth. The reports presented in this volume include: (1) A Study of the New York City Summer Youth Employment Program; (2) Analysis of Summer Youth Employment Programs; (3) A Pilot Study of the Value of Output of Youth Employment Programs; (4) Summary Conference Report on Summer Programs for Economically Disadvantaged Youth (SPEDY); (5) Concept Paper on the Consolidated Youth Employment Program Demonstration; and (6) A Manual for Supervisors in the Summer Youth Employment Program. The evaluative reports identify specific problems in the program, while the technical assistance materials suggest how they can be overcome. (Author/EB)

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Compilation of Reports on the 1978 Summer Youth Employment Program

U.S. Department of Labor
Employment and Training Administration
Office of Youth Programs

Volume II

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A STUDY OF THE 1978 NEW YORK CITY SUMMER YOUTH EMPLOYMENT PROGRAMS

NATIONAL CHILD LABOR COMMITTEE

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 31

OVERVIEW

This intensive case study of SPEDY in New York City by the National Child Labor Committee is an important supplement to more broadly focused and representative sample studies of SPEDY by MDC, Inc. and by the staff of the Office of Community Youth Employment Programs. New York City by itself accounted for more than 5 percent of all SPEDY allocations and enrollments in the 1978 summer. The scale of its operations ($38 million) was more than double that in the entire Department of Labor Region VIII (Denver) and nearly a third above that of Region X (Seattle). The city, thus, provides the archetypical example of the complexities of monitoring and operating SPEDY in our largest urban areas. Moreover, the 1977 New York City program was subjected to severe criticisms by both the press and persons in Congress concerning financial irregularities, inadequate worksites and overall management problems. The new administration in the city made concerted attempts to improve management of the program, in many ways going beyond the strengthened federal regulations.

This assessment of the reform process and the difficulties of operating a program on such an immense scale is sobering. First, it suggests that corrective actions can themselves generate many problems. New York City instituted a lottery system to improve the equity of the selection process. Besides the difficulties of simply making the new system operational, it was discovered that in many cases random choice undermined continuity of services for individuals in need and resulted in mismatches at job sites. Monitoring and compliance activities increased, but these resulted in less attention being paid to the content of the programs. Enrichment and program integration certainly suffered.

Second, the analysis suggests that in certain ways there are inconsistencies between the objectives of prime sponsor decisionmakers, project agents, worksite supervisors and youth. The prime sponsors seemed most concerned with protecting against fiscal abuse and following defensible procedures. Project agents viewed new requirements as paperwork burdens that stood in the way of timely and effective implementation -- that the rules hurt the many good agents to protect against the few bad ones.

Worksite supervisors were hardly involved at all in planning. They were most concerned with putting the youth to useful work in a reasonable way. Youth, on the other hand, seemed to be amazingly tolerant of all the problems and red tape. They considered any job better than none even if it did not always meet outside evaluators' standards of "meaningful work."

Third, with all the sound and fury, the program was able to meet its primary objective of employing economically disadvantaged youth with a minimum of inequities in reasonably productive if not glamorous work settings.

Finally, there are some problems which may improve with time and others which must be considered intractable. The lottery system can be debugged and should work more effectively in a second year. The increased monitoring in this year should pay off in the next if it is used as a standard for project agent and worksite selection. The hiring of year-round prime sponsor staff for SPEDY should lead to greater continuity and improved training. On the other hand, there does not appear to be much progress in the areas of enrichment. Increased linkages are unlikely in such a complex system. The number of "quality" worksites will still remain only a small portion of total jobs, complicating the assignment process. Emphasis on correct forms and processes will always rub against programmatic operational concerns. In other words, massive improvements cannot be expected in the short-run. The evidence suggests that it will take many years of continuing attention to substantially improve SPEDY in New York City, in other words, that no program of this scale will be easy to administer even if its design is relatively simple.

ROBERT TAGGART
Administrator
Office of Youth Programs

A STUDY OF THE 1978 NEW YORK CITY SUMMER YOUTH EMPLOYMENT PROGRAMS

September 1978

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PREFACE

Summer Youth Employment Programs, although of long standing, have always operated in an atmosphere of emergency. Consequently, there has been a tendency to use approaches which have been vulnerable to critical attacks. Some of the criticisms have been warranted because design of the programs, planning, and administration show the effects of short-term thinking. However, transcending these criticisms, two incontrovertible facts stand out: 1) youth want to work; and 2) most of the people involved want to help youth. Despite shortcomings in design, poor administration, delayed payrolls, poor supervision, etc., administrators keep trying and youth keep coming back for more. While various explanations have been given for youths' interest, particularly the desire to earn some money, it is more than money. For many it is an opportunity (some feel the only opportunity) to start a productive life; for others it means getting off the streets and away from crime and drugs; for some it provides a constructive way of keeping busy; for most it means the development of skills and experience useful for future work. These factors combine to produce the end result that youth want to work!

All else is not understandable unless the fact that youth want to work is recognized. Urban centers may be "cooler" in the summertime; neighborhoods may be quieter; pocket money may be more available to poor youth; families may be freer to do things; agencies may deliver more services. However, all these are merely byproducts. Even those youth engaged in what can only be called "make-work" jobs want to do something more, something productive. They are embrassed by "make-work."

No matter how critical we are of program people in this study, the second fact must be remembered: the program planners, administrators, supervisors, and others involved want to help youth. We found no one who did not express by word and deed interest in advancing youths' participation and opportunities in the program. The will to help youth was universal. No one, in our study, was indifferent or cynical about this fact. We found program people struggling constantly with problems which would interfere with youths' progress, sacrificing time and energy to make the program work, delaying regular agency work to concentrate on the program's problems, and contributing agency resources.

Thus, the two essential conditions for successful, useful programs--youth wanting to work and those in charge wanting to help--are satisfied. Unfortunately, they alone are not sufficient to insure success. More time is needed for planning, objectives must focus on helping youth, and a cooperative atmosphere has to be established among those administering and operating programs.

It is hoped that some of the findings and recommendations of our study can play a role in making up what has been lacking.

ACKNOWLEDGEMENTS

We wish to thank all of those who participated in this evaluation for their cooperation, willingness to share ideas, and patience with our sometimes redundant and naive questions.

Special notice must be given to Frank Burgess and Larry Minard of the New York City Department of Employment who answered our questions openly, took pains to clarify certain issues, and responded well to many critical complaints.

We also wish to express our thanks to the representatives of work and project sponsors, to the supervisors and crew chiefs, and especially to the youth, all of whom dealt with us courteously and forthrightly. Space does not permit citing everyone by name who helped us in our work; we are grateful to them all.

For assistance in conducting and analyzing interviews we are indebted to the following NCLC staff and consultants: Solomon Hoberman, Julie Rosenbaum, Sandra Mengestu, Tony Young, Lee Filerman, and Rae Weissman.

Finally, we wish to thank Robert Taggart, Administrator, Office of Youth Programs in the U.S. Department of Labor and his staff including Joseph Seiler, Frank Slobig, and Lauren Kaminsky for their comments, suggestions, and encouragement.

Any errors in this report are solely the responsibility of NCLC.

Recommendations

The following recommendations are presented briefly here as a group and then substantiated in more detail individually in the ensuing chapters. They are presented in the order and under the headings in which they appear in the body of this report, and not on the basis of importance.

A. Perceived Objectives

1. Remove some of the police powers from the prime sponsor and strengthen its program development functions.

2. Differentiate among worksites in terms of whether the jobs are designed to lighten the burden of regular staff or whether they provide new or additional services.

3. The prime sponsor should conduct individual and group meetings with project and work sponsors to establish a consensus on program goals, objectives, and operations.

B. Planning

4. A systems analysis approach to planning should be initiated beginning with the elements which enhance youths' opportunities to achieve program goals and objectives, and around which the program can be built.

5. Planning should begin no later than the December following the prior year's program.

6. All participants--prime sponsor, project sponsors, work sponsors, supervisors, youth, and the community--should be involved in planning the program.

7. Planning should be completed by the end of January so that the operational processes can be tested out and begun.

8. Contingency plans should be developed at the same time to prepare for reduced or increased funding allocations, supplementary allocations, changes in legislation and regulations, inclement weather, absence of supervision, strikes, etc.

9. Unexpended funds from one summer should be carried over to pay for the planning of next summer's program without a reduction in next year's budget.

C. Program Growth and Improvement

10. Program evaluations should focus on the problems encountered and how they were dealt with, the successes achieved and how they came about, the experiences of staff and youth, etc. Such information and data should be published and widely disseminated.

11. Process records should be maintained by staff at all program levels.

12. The prime sponsor should hold meetings with project and work sponsors to discuss and evaluate the past summer's program and to discuss changes which could be made for the following summer.

13. Prime sponsor should meet with DOL on a regional basis to share experiences, generate ideas for the following summer, and exchange helpful printed materials.

14. The prime sponsor should systematically build up the capabilities of the best project sponsors, giving them more and more incentives and responsibility.

D. Recruitment and Selection

15. Recruitment of youth should begin earlier. Youth should know, at least two months before the summer program starts, whether or not they qualify for selection.

16. Eligible youth should be enrolled in orientation sessions to prepare them for the final application process including help with forms and an opportunity to consider the types of available work assignments.

17. A standby group of youth should be selected to replace those who do not choose to participate and to fill slots made available by supplemental appropriations.

18. Permit a small percentage of youth to be selected by work sponsors on the basis of merit.

19. Amend the computer selection process as follows: applications of youth would be sent to the central office of the prime sponsor where they would be stratified by place of residence and job preference; at the same time, project sponsors would submit to DOE a listing of available work assignments which would be stratified by job requirements and location; the computer would be programmed to match youth and jobs within the youth's local community; if no match can be made, the search would be expanded to neighboring communities until a match is made.

E. Worksite Development

20. Congress should amend the SPEDY legislation to permit worksites in the private sector. Provisions should be included that would require private employers either to hire a small percentage of youth assigned to them or to provide part-time after-school employment to a percentage of assigned youth.

21. Youth not selected for SPEDY should be referred to other potential employers.

22. Expand jobs which require only repetitive tasks to include additional experiences and skills.

23. DOL should fund a task analysis project which would concentrate on typical jobs used in summer programs to determine their learning potential. A comparison would then be made between these data and competencies required in the regular labor market. Summer jobs which lack connections to jobs in the labor market could be supplemented with those tasks which would improve the connections.

24. As much as possible, develop worksites which involve from one to three youths working directly with an adult.

25. Provide private non-profit agencies with a larger number of slots.

26. The prime sponsor should establish a summer job bank so that where an oversupply of youth exists, they can be referred to sites which have openings.

27. The prime sponsor should hire some youth and train them as job developers for other youth. Some youth should be assigned the task of developing their own jobs.

28. Local community groups should be asked to develop lists of desirable and needed community services, and to advise project and work sponsors with respect to job development.

29. The prime sponsor should consider the possibility of developing from one to four major public works projects on which all summer youth would work.

F. Work Experience

30. Work sponsors should be selected partly on the basis of whether their regular employees would provide good role models for youth.

31. Youth should not be assigned to jobs which are entirely maintenance in nature. Such jobs should be expanded to include other skills or youth should be rotated to other types of work.

32. Appropriate clothing should be provided for jobs which are dirty or somewhat hazardous.

33. Identification symbols such as badges, armbands, or uniforms should be provided to youth.

34. Provide educational services, labor market information, counseling, recreation, etc., on those days when youth are not expected to work (Fridays), either on a voluntary or mandatory attendance basis.

35. Work sponsors and supervisors should insist on performance and behavior standards which reflect regular work situations. Unacceptable performance or behavior should be dealt with by counselors and trainers. If such behavior continues, youths should be dismissed from the program.

G. Staff

36. A prime sponsor consultant-coordinator should be assigned to each project sponsor, as an advocate for the project sponsor, to counsel and assist in resolving linkage problems and to provide technical assistance in interpreting rules and regulations, selecting worksites, orienting and training of staff and youth, etc.

37. Monitoring and evaluation of project sponsors and others should be conducted by independent, outside organizations under contract with DOL and the prime sponsor.

38. Project sponsors should be mandated to provide pre-program and ongoing orientation and training of worksite supervisors and crew chiefs. The prime sponsor should develop guidelines, standards and curricula for this orientation and training.

39. If sufficient, qualified staff is unavailable, the prime sponsor should recruit volunteers from various groups such as retired craftsmen, or should develop worksites which can contribute these staff.

40. Older youth (ages 19-21) with prior experience in the program should be trained and hired as assistant supervisors or crew chiefs.

H. Technical Assistance

41. DOL and the prime sponsor should publish and disseminate comprehensive materials on planning and implementing summer programs. Such materials should include ideas and recommendations for developing specific kinds of jobs, ensuring needed support services, dealing with problem youth, etc.

42. The prime sponsor should hold a series of workshops for small groups of project sponsors to:

a) identify and institutionalize learning of the previous summer program;

b) Discuss and, if desirable, modify plans for the next summer's program;

c) improve project sponsors' competence in program planning, administration, and oversight;

d) provide material and train project sponsors to conduct orientation and training of work sponsors and their summer staffs;

e) discuss and explain program proposal development;

f) develop techniques and skills in program evaluation.

43. The project sponsors and the prime sponsor should meet with work sponsors for a second series of workshops to continue planning and educational efforts and to discuss, explain and help with program proposals. Project sponsor staff should be required to help work sponsors develop jobs, proposals, work product, and prepare evaluations.

44. A special "hotline" manned by permanent prime sponsor staff should be initiated to get needed responses back to project and work sponsors within 24 hours.

I. Administration

Funding

45. All funds should be allocated by Congress and DOL well before the summer. Supplementary allocations by DOL should not be made unless a lead time of one month can be assured.

46. The prime sponsor should consider the feasibility of dividing New York City into several sectors, each with its own prime sponsor. The present prime sponsor would assume the role of supervising prime sponsor, coordinating the work of the others.

47. City-wide agencies or large, older agencies which have operated youth programs in the past could receive grants directly from DOL.

48. Incentives should be provided by the prime sponsor to project and work sponsors that have had good programs.

49. Additional resources should be made available to rent needed tools and equipment and to purchase needed supplies.

Pay and paysites

50. Give project sponsors the responsibility of paying youth. Proper safeguards can be built in so that abuses do not occur.

51. Youth should be paid at the worksites on a day when they are working.

52. Other alternatives to the present system include:

- a) having crew chiefs pick up checks when they deliver the time cards;
- b) mailing checks to youths' homes;
- c) contracting with a security system such as Brinks to deliver checks to the worksites with a prime sponsor staff member verifying ID cards and signatures;
- d) arranging with local banks to handle the payroll and cash checks.

53. Paysites should be established closer to where youth live; this means increasing the number of paysites.

54. Youth who must take public transportation to pick up their checks should have their carfare reimbursed.

55. Alternate payroll reporting dates with payroll distribution dates, or stagger payments so that not all youth are paid on the same day.

56. Put one-week pay period at the end of the program instead of the beginning.

57. Improve the time card system by:

a) using a one-page sheet with a summary of the hours in lieu of a detailed daily notation;

b) picking up new time cards when old ones are dropped off;

c) providing more turn-around time in the submission of time cards;

d) simplifying system so that all that's needed are a signature and verification of hours.

58. Exempt youth from payroll and social security taxes.

Support Services

59. The prime sponsor should develop and make available to all youth, a participant's handbook which would provide information describing the program, expectations, and procedures and regulations.

60. More counselors and social workers should be hired to help youth with their personal and work-related problems.

61. Work sponsors should be charged with the preparation of a brief resume of each youth's work experience and skill acquisition for use by the youth in obtaining future employment.

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I. Introduction

A. Rationale for SPEDY

The persistent need for providing youth with improved access to the world of work has taken on significant meaning in recent years. Summer employment is no longer viewed as just a means for reducing tensions among idle, disadvantaged youth. It is recognized as a source of needed income for poor youths and their families and as an important developmental experience. SPEDY has as a major objective providing youth with structured and well-supervised work experiences to encourage individual responsibility and productivity, and to increase the future employability of youth as permanent members within the workforce.

Objectives are to provide youth with opportunities to develop attitudes, work habits and responsibilities to enhance their employability and productivity in an increasingly competitive labor market. These objectives mandate creative work assignments as closely as possible approximating work conditions in the "real world of work," opportunities for career exploration, and employment counseling based on labor market analysis.

Disadvantaged youth face additional barriers to employment attributed in part to unequal educational and social opportunities. To overcome these, SPEDY has an additional objective to encourage in-school youth to continue their education. Work experience afforded by SPEDY is seen as a bridge to a job for these youth.

SPEDY has also tried to involve disadvantaged youth requiring special assistance and having special employment needs. These include youth with mental and physical handicaps, youth in foster care, and youth released from correctional facilities.

Youth have different training and experience needs, and SPEDY has a responsibility to provide each youth with work experience appropriate for his or her needs. For example, for those youth for whom this is the first real job, SPEDY should provide an introduction to a real work setting, should motivate them to continue school, and should help them formulate career goals.

SPEDY can also provide opportunities for collabcration between youths and adults for the provision and augmentation of services to the community.

Thus SPEDY is no longer a program with a single theme. It has emerged as a multi-purpose social vehicle for the benefit of youth and the community. The degree to which these benefits were achieved in the 1978 New York City program is the concern of this study.

B. Different Views of the Rationale

While this rationale for SPEDY is attractive, it is not the only view as to its "real" objectives.

Each year from the start to the conclusion of SPEDY programs there are charges and counter-charges of improper program emphasis and operational effectiveness. Differences range from the philosophic underpinning and rationale for SPEDY to specific local policies, operations and procedures. For example, some project sponsors feel that prime sponsors do not have as major objectives enhancing individual responsibility and competency through meaningful, constructive work experience. Their primary objectives, it is alleged, are no more than to keep youth off the streets and avoid adverse publicity. This results in reduced efforts and resources to provide real work experience, to develop work-related skills and long-term pay-off for youth in favor of the short-term political expediency of stretching resources as thinly as possible.

C. Methodology of this Study

This study was conducted to identify and describe policies, programs, procedures, and practices that determine the character and nature of New York City's Summer Youth Employment Program and to make recommendations for improving program output. The study came at a critical juncture. It is a time of change in the City's workforce, changes in the job market and changes in the City administration.

Our findings are derived from personal interviews; analysis of written reports, proposals, and guidelines; observation; and descriptive statistics. The range of data needed was determined by review and analysis of DOL and DOE directives and prior studies of summer youth employment programs.

NCLC staff met with DOE representatives on five separate occasions in both general and specific information-gathering sessions. Fourteen project sponsors were selected in conjunction with DOE to satisfy our design to have equal numbers of public (government) sponsors and private non-profit project sponsors and a range of work projects and sponsor characteristics. We actually looked at six government and eight private non-profit agencies because of disparities in size; government project sponsors tended to have much larger projects than the non-profit project sponsors.

We planned to identify among the 14 project sponsors those which were more successful and those which were less successful. We were unable to do this because several of the project sponsors selected were new and had no prior record, and because agreement could not be reached as to what criteria, measuring instruments, and data should be used to determine more or less successful projects.

Interviews were conducted with from one to four representatives of each of the 14 project sponsors. During these interviews we also identified worksites for observation and interview. Twenty-four worksites were visited. During these visits youth activities were observed and interviews were conducted with work sponsor, worksite staff (often the same people), and youth. Thirty-six interviews with first-line supervisors, 15 interviews with work sponsor administrators, and 186 interviews with youth were conducted.

Among the documents reviewed were: DOE's proposal to DOL, several project sponsor proposals to DOE, DOE forms and applications, technical assistance material, correspondence, newspaper articles, and inter- and intra-agency forms and memos.

Interviewers' observations at each worksite visited included what the youth were doing, how busy they were, presence of supervisory and other staff, and general atmosphere.

Interviews with DOE, project sponsors and work sponsors were subjected to content analysis. Statistical descriptions were prepared from the interviews with youth and worksite staff.

Recommendations for program improvement were elicited from every person interviewed.

We recognize the limitations of this study: the relatively small sample involved--14 project sponsors interviewed out of 139; 186 youth interviewed out of more than 50,000, the dependence on selected participants, etc. Consequently, we make no claims for the universality of our findings. But these can provide useful indicators of the actual state of affairs, leads for improving the program next year, and some hypotheses for further study.

II. Nature of SPEDY in New York City

A. Characteristics and Key Elements

New York City's SPEDY program had three levels of administration: prime sponsor, project sponsors, and work sponsors. The Department of Employment (DOE), which was the prime sponsor for the City, contracted with 139 project sponsors. Project sponsors, by DOE definition, were established year-round public and private non-profit organizations within the city which demonstrated the capacity to develop at least 70 jobs. In addition, project sponsors had to be able to assume responsibility for participant selection from the initial receipt, review, and processing of youth applications to interviewing, selecting and assigning of youth.

Project sponsors were responsible for overseeing work sponsors and the actual operation of the summer program within discrete geographical or functional areas. They were required to comply with both DOE and DOL requirements, provide well supervised work experiences, maintain appropriate records, monitor worksites, and when unacceptable worksites were closed down, reassign the youth affected. Prior to the start of the programs, project sponsors were required to provide orientation for work sponsors and for youthful participants.

Work sponsors were a mix of public and private non-profit agencies responsible for providing direct services and work experiences for youth and maintaining attendance records and time cards. The youths reported to supervisors employed by the work sponsors. In addition, work sponsors were expected to provide supplementary services such as work-related counseling, training, and vocational and career information. There were about 5,000 work sponsors and more than 6,000 worksites. Work performed at these sites include unskilled labor, clerical, social service, and cultural activities.

The output ranged from neighborhood beautification and maintenance to escort services for the aged and handicapped to cultural enrichment outings for younger children.

DOE, this year, eliminated traditional narrow territorial boundaries, that restricted participating agencies in their servicing of communities, in favor of six project areas. This afforded youth greater mobility and more options as to where to apply for employment. (The change was made to simulate conditions in the real work world and allow project sponsors more latitude in the operation of their programs.) Each area included about 23 project sponsors. To control the programs DOE deployed a team with 39 members to each area. Each team consisted of:

- an area manager, who oversaw all operations within the assigned area;
- two contract officers, who negotiated contracts with project sponsors, oversaw the registration process and monitored program activities;
- four liaison workers (2 per contract officer) each of whom monitored five or six project sponsors; and
- thirty-two field representatives (8 per liaison worker) who visited worksites and monitored programs.

While DOE provided the same manpower coverage for each of the six geographic areas, different sizes of project sponsors and work sponsors, and among the programs, as well as differences in area staff competence, resulted in unequal program coverage and support.

To reduce the adverse criticism leveled at selection in the past and to eliminate the fighting and long lines integral to the "first come, first served" process, DOE decided to use a random selection system.

The first step was city-wide distribution of 900,000 youth applications (in English and Spanish) to schools, churches, libraries, project sponsor offices and other sites. Youth were notified of the program and selection process by project and work sponsors and through DOE's newspaper ads, TV and radio announcements.

The project sponsors accepted applications from all youths applying to their organizations and assisted youths in filling out the forms. Unlike previous years, project sponsors were required to receive an application from every youth. The applications were forwarded to DOE, which had the information keypunched and placed in a data bank. The computer made a random ordering of applications by project sponsor. Partial lists, in the random selection order, sufficient to fill assigned work slots, were given to project sponsors. Project sponsors notified and interviewed youth in list order. Project sponsors tried to match a youth's job preferences with available jobs at the time of interview. At the interview DOE (not project sponsor) staff verified income eligibility (a Public Assistance or SSI number, or other acceptable proof such as a 1040 tax form, W2 form, a notarized letter from an employer indicating the salary of wage earner or the two most recent paycheck stubs).

In some areas DOE staff attempted to oversee the project sponsor's selection process to assure equity in treatment of applicants. If a youth or the interviewer felt an acceptable match could not be made, that youth was rejected and the next name on the computer print-out was called. (Youth rejected were supposed to be given a written reason for rejection.) Reasons for rejection were: (1) failure to meet income criteria; (2) wrong age, i.e., too young or too old; (3) applicant refused all jobs offered; or (4) agency felt youth could not handle jobs available.

The use of designated pay sites different from worksites was another key element of New York City's SPEDY. Youth worked a four-day week, Monday to Thursday. They were paid bi-weekly, on Fridays, at a few pay sites established in each borough. Each youth was told to report to a specific pay site at a scheduled time of the day to pick up the paycheck. The central sites were used to permit easier control and oversight. The "staggered hours" approach was instituted to avoid crowding and long lines. An identification (ID) card was issued to each youth to facilitate the control of check distribution and check cashing at local banks.

In a change from previous years, DOE mandated that all worksites be located within the City of New York. This mandate eliminated support for some camping programs conducted by City-based social service agencies. The elimination of out-of-city worksites simplified DOE's monitoring and evaluation activities.

B. Assessment Criteria (Determinants of Success in SPEDY)

DOE had evaluated each project sponsor that participated in the 1977 summer program based on financial audit and completion and quality reports. Three ratings had been used: "satisfactory," "needs improvement," and "unsatisfactory." These assessments became the basis for determining sponsorship for the 1978 program. Project sponsors that had received a "needs improvement" had to submit a corrective action plan. A rating of "unsatisfactory" was a basis for exclusion from consideration as a sponsor. Fiscal responsibility was the area of major importance in determining project sponsor effectivemess.

This year DOE's criteria for evaluating project and work sponsors' performance included: submission of a sound plan; effective monitoring practices;

institution of suitable corrective action where needed; accuracy in logging, filing and submitting required reports and records; implementation of the operating plan consonant with DOL/DOE guidelines; equity in youth selection and hiring; adequate selection and assessment of supervisory personnel; and acceptable payroll and cost accountability.

III. PERCEIVED OBJECTIVES

The general purpose of SPEDY was "to enhance the future employability of youth or to increase the potential of youth in attaining a planned occupational goal." Youth enrolled in school should be encouraged to remain; youth out of school should be encouraged to develop a realistic career plan. These purposes were to be accomplished by providing youth with seven-weeks part-time work experience in public agencies and non-profit organizations, with wages and counseling as motivating factors.

On the surface, these purposes give a central focus for all administrative and program activities. However, differences in perception and priorities as to how this purpose should be translated into programs led to problems, crises, and ill-feelings among administrative and program personnel at all levels. Most of the differences in the perception of the program's "mission," objectives, and success or lack of success, stemmed from differences in allocating priority among work experience, community services, and fiscal responsibility.

A. Prime Sponsor

The New York City Department of Employment (DOE) stressed that work experience for youth should lead to the acquisition of sound work habits and skills. However, our interviews tended to indicate greater interest in administrative and fiscal controls and procedures, often to the detriment of the stated primary purpose. The major operationally-defined objectives seem to have been maintaining fiscal accountability and getting as many youth on the payroll as possible. Almost the only controls instituted were to insure that these objectives would be achieved. These controls often restricted efforts to improve program content. Indeed, while DOE issued directives in both program and fiscal areas, only in fiscal areas was there any significant followup. Direct programmatic technical assistance and review of planning, program development and implementation were not significant.

B. Project Sponsors

Project sponsors generally accepted the stated purpose of enhancing youth employability. Differences among project sponsors and between project sponsors and the prime sponsor seemed to depend on such variables as agency type, e.g., public or private, size and number of years of involvement in the program. Most project sponsors agreed that providing youth with "meaningful" work experience was a goal or priority, but there was disagreement as to what is "meaningful" work experience and how such experience should be structured.

All project sponsors said that a major need was to know in advance the slot level allocation to facilitate planning and to develop appropriate jobs. Planning was also hindered by a lack of cooperative community networks which could further develop community participation. The agencies' missions and the character of their client populations tended to shape and alter the specific objectives of the summer work program. For example, some project sponsors perceived SPEDY as providing continuity of work experience or serving as a reward or incentive for youth who had worked in or volunteered their time to the agencies in the past year. Others saw the program as supplementing the work of existing staff.

Project sponsors generally felt that the lottery selection system should be modified to permit them to retain contact with those youth they had come to know and to increase the probability of selecting youth who needed the program most.

C. Work Sponsors

Work sponsors, by virtue of their direct involvement with youth, had a greater tendency than either the prime sponsor or project sponsors to perceive their main objectives as properly matching work experience and youth and providing adequate supervision. Work sponsors also felt the need to know slot levels well in advance of program start-up so that adequate supervisory ratios could be established and proper matching could take place. This knowledge was important for work sponsors which relied heavily upon temporary (summer) staff and/or volunteers to supervise the youth. Work sponsors also felt that resource and time constraints limited their ability to orient youth to the work assignments and to develop each youth's skills and occupational knowledge.

D. Crew Chiefs and Supervisors

Over 60 percent of supervisory personnel interviewed indicated that improved work discipline and work behavior were the two greatest achievements derived from SPEDY. These achievements were seen as dependent on the "usefulness" and "demanding nature" of the jobs to which youth were assigned; make-work jobs were not useful.

E. Youth

Youth entering the program had many ideas as to what SPEDY would provide. Forty percent felt that making money was an important reason for entering the program. Thirty-eight percent saw SPEDY as a way to keep busy during the summer, thwart boredom, and keep "out of trouble." Thirty-seven percent saw SPEDY as an opportunity for establishing new friendships and widening social contacts. Most youths cited several reasons for joining the program. Fewer than 25 percent had an occupational development objective on entering the program.

F. Summary of Perceived Objectives

Our observations indicate that the overarching goal of SPEDY--to enhance the future employability of youth through planned work experience--was subject to varying interpretations and conflicting viewpoints on the part of prime sponsor, project sponsors, work sponsors, supervisors and youth. Differences as to what constituted "meaningful work" and the lack of adequate resources and planning time further widened existing perspectives.

We see the prime sponsor focusing on fiscal accountability; project sponsors fostering their agencies' development and maintenance of services; work sponsors, matching youth with jobs and providing supervisory personnel; crew chiefs' and supervisors' emphasizing work discipline and work behavior; and youth wanting to make money, keep busy, and make new friends. These diverse and often competitive objectives led to confusion about the direction of the program, misinterpretation of guidelines and directives, time-consuming disagreements, and breakdowns in communication. Pointing the finger of blame at someone else was prevalent whenever a problem developed. Back-biting and name-calling were common--cooperation was usually sadly lacking.

More importantly, the willingness to cooperate gradually deteriorated. In a program of this complexity and size, successful work experiences for youth can only be achieved when there is cooperation and mutual operational adjustment to achieve common objectives.

In conclusion, the more directly involved people were with the program, the more satisfied they were with it. Youth and supervisors emphasized the tangible outputs of skill acquisition, money, social linkages, etc., while administrators emphasized, and were often unhappy with, stopgap measures to enhance control, agency mission, and fiscal responsibility.

G. Discussion and Recommendations

The question of how to bring the conflicting objectives into closer harmony is not easily answered. One cannot legislate that people work together cooperatively. To create such an atmosphere requires that mutual trust exist among all parties. Trust is usually built up over long periods of time and validated during periods of crisis. However, some steps might be taken to begin the process of trust-building.

One way would be to remove from DOE some of its police powers and strengthen its program development functions. While DOE could continue to monitor the program, overall audit and control could be assumed by another city agency, by the regional office of DOL, or by private, independent organizations under contract with DOE or DOL. While such a move may be contradictory to DOL regulations and inimical to local political realities, if implemented, it could lead to several program benefits. It would mean that DOE could devote the major portion of its staff time to program content and the needs of youth. It would eliminate excessive paperwork. It would provide the time to help project sponsors develop better proposals and work sponsors identify more productive worksites. It would bring the objectives of the different administrative agencies into closer harmony, and it would give all parties a common perspective.

A clear differentiation should be made by work sponsors in selecting sites as to whether the jobs are designed to simply lighten the burden of regular staff or whether the jobs would provide new or additional services. In all instances, this differentiation should be spelled out. Approval of worksites by project sponsors and by DOE could then be done on the basis of what kinds of worksites better meet the needs of youth and the community.

DOE should meet collectively and individually with every project sponsor to work out agreements on program goals, objectives, and operations. No funding of project sponsors should take place until such agreements are reached. Similarly, each project sponsor should meet collectively and individually with its respective work sponsors to pass on agreements made with DOE. Work sponsors should have an opportunity to impact on these agreements; thus, before they are finalized, work sponsor recommendations should be considered. Such a system would lead to more openness with respect to objectives and goals, more listening to other partners' needs, and would be the beginnings of an active on-going communications system.

IV. PLANNING

There was consensus among those we interviewed that insufficient lead time was provided for planning. Consequently there were flaws in procedures and delays in notifying, recruiting and selecting youth, submitting proposals and hiring staff. As a result, less than desirable worksites and assignments for youth were often accepted.

Planning problems were exacerbated by inadequate communication between DOE and project and work sponsors. Several project sponsors stated that they did not know that their proposals to become project sponsors had been approved by DOE until they read the advertisement in the newspapers telling youth where to apply. Until that time they could make no meaningful preparations, since gearing up for the program was expensive.

Both project and work sponsors felt that the lack of advance information and planning led to serious staffing problems. They did not know when staff could be hired nor for what period of time. Neither was there certainty as to when staff would be paid. This confusion had a domino effect on program planning, job development, supervisory recruitment, selection, and training, administrative planning and monitoring, etc.

Project sponsors and work sponsors thought that SPEDY had been developed by "bits and pieces" to meet the perceived needs of higher levels and was characterized by inflexible deadlines which provided insufficient time for planning, developing proposals, and preparing worksite agreements. These constraints were blamed for the selection of poor worksites and the failure to consider potentially good worksites.

DOE agreed that there had been insufficient time for planning. It indicated that it had not been able to obtain funding information from DOL.

However, DOE was satisfied with its planning efforts, and was gratified that in the face of an unknown budget, it had been able to get the program off the ground.

More than 75 percent of the first-line supervisors we interviewed indicated that they had not had any voice in program planning. Few had any knowledge of the planning process.

Youth obviously had had no part in the planning but were simply passive recipients. A number of recommendations were made by youth related to planning. These included "more interesting" jobs, rotate work assignments, and plan rainy weather assignments.

In summary, insufficient lead time and a lack of adequate planning were evident at all administrative levels of SPEDY. Improper notification of project and work sponsors by DOE along with delays in notifying, recruiting and selecting youth, hiring of staff, etc., were symptomatic of the larger problem of poor communication among all program segments.

A by-product of this inadequacy was the eroding of confidence, good will, and trust among those who should have been seeking to coordinate their efforts for the benefit of youth.

Improvement of SPEDY requires earlier and more comprehensive planning at project and work sponsor levels. This effort would not only reduce problems associated with starting up a program, but would improve relationships among all parties by reducing emergencies and malfunctioning. Giving participating agencies a voice in the central planning process would tend to reduce distrust and ill-will and give all parties better defined and common understanding of program objectives, procedures, and practices. DOE directives would be understood and more apt to be followed if project sponsors knew the rationale and thinking behind them.

Discussion and Recommendations

Planning is an amorphous process. Most recommendations having to do with planning for SPEDY emphasized the necessity of more time in order to begin planning earlier. The "how" and the "what" of planning was often passed over. When we analyzed these recommendations, what was really being said was that more time was needed to operate the program, to begin certain programmatic elements earlier; the planning, for better or worse had been done. Perhaps it had not involved all those who should have been involved, but nevertheless, it had been done.

Planning for SPEDY should begin with a determination of what essentials youth should obtain from participation in the program. The process should then work backward from this point, slotting in those elements which will help achieve these goals, building up gradually (within legislative and budgeting constraints) to a complete program design. Every element which enhances youths' opportunities to achieve the goals should be strenghthened; every element which interferes with youths' achieving these goals should be eliminated or regulated so that its effects are minimal.

Ideally, planning for next year's SPEDY should begin immediately after the present programs have ended when problems and issues are still fresh in the minds of staff. It should begin no later than December when the initial evaluations of the past summer have been completed.

It is recommended that more people be involved in the early planning of SPEDY, including project and work sponsor staff, supervisors, the community at large, and youth themselves.

Plans for SPEDY should be completed by the end of January so that the various operational processes can be tested out and begun. This would allow time for re-working the plans when necessary.

In addition, plans must be developed to account for various contingencies, e.g., reduced or higher funding allocations, supplementary allocations, changes in legislation and regulations. It is difficult to predict in advance exactly what form these contingencies will take, however, based on past experience and continual contact with the powers that be, educated estimates can be made and plans developed flexible enough to meet a range of possible events.

Project and work sponsors, in addition to submitting plans for the kinds of work experience slots to be used, should be required to plan and indicate activities for youth at times when youth cannot perform in their regular jobs, e.g., inclement weather, absence of supervision, strikes by regular employees.

Unexpended funds from one summer should be carried over to pay for the planning of next summer's program, without a reduction in next year's budget.

V. PROGRAM GROWTH AND IMPROVEMENT

Project, work, and prime sponsors seem to see SPEDY as an emergency program of short duration rather than as a continuing, periodic one. A common criticism of the program was that there were repeated changes in guidelines, rules and regulations often on a "last-minute" basis. There seems to be little learning and improvement in programs from year to year; the same mistakes are made each year. Each year, programs seem to be formulated on an ad hoc basis. Changes and decisions are based on newspaper stories and on who complains the loudest. There is a "fail-safe" mentality in program development: repeat what did not create problems in prior years even if it did not work well. This atmosphere conditions both permanent and temporary staff to react defensively and to resist innovative suggestions for improvement.

Technical assistance is provided only with respect to current regulations; the persons providing the assistance have neither the experience nor the practical competencies to help project and work sponsors develop and operate better programs. Project and work sponsor staff did not have access to studies and reports which could be helpful to them in improving programs. While DOE issued a booklet, "How to Prepare a Summer Work Experience Program." it was issued too late to be of significant use.

The lottery system seemed to have reduced the motivation to improve programs by project sponsors who work with youth on a year-round basis. They tended to look at the summer program as a disruptive break in their more important youth programs. The importance of progressive improvement of SPEDY was reduced for this group.

DOE said that it will work on solving some of these problems for next year's program. For the first time, DOE will have a year-round staff of over 100 assigned to prepare for the summer program. The evaluations by DOE and others will be analyzed and attempts made to develop and conduct a better program.

Despite all the differences and flaws in the program, a most important finding was that youth seemed to have made progress in occupational development in the brief seven-week work experience. While fewer than 25 percent of the youth interviewed indicated that they had some kind of occupational objective upon entering the program, 60 percent stated that their occupational development was enhanced and they had clearer occupational objectives as a result of participation in the program.

In summary, our study indicated that little or no program growth evolved on a year-to-year basis with SPEDY. While some resources were available, the degree to which they were properly utilized was questionable. The lack of incentives for program operators and a marked absence of knowledge development tended to loom as major reasons why SPEDY did not benefit from past experience.

Youth, surprisingly, did not suffer significantly in spite of these inadequacies. Yet it seems evident that more progress could be made if proper assessment and matching of human and material resources were made in advance. Problems which arose could be dealt with in ample time and without affecting program delivery. The need to respond to SPEDY on an ad hoc basis could thereby be reduced.

DOE's attempt to resolve some of these concerns through the use of permanent year-round staff is a good beginning. The degree to which this staff will be strategically deployed to alleviate problems before they get too serious remains to be seen.

Discussion and Recommendations

There are several ways by which program growth and improvement can be enhanced from year to year. A clear description of what took place is essential: the problems encountered and how they were dealt with, the successes achieved and how they came about, the personal experiences of staff and youth, and other factors need to be documented. Continuity of staff is important to achieve this. If staff changes every year then an important element — connection with the past — is lost, even if information and data are written down.

Program evaluations, funded by DOL, should focus on these issues. A format could be developed by DOL which would enable evaluators to record the necessary information. DOE could require that its field staff maintain process records of their contacts with project and work sponsors. Similarly, project sponsors should maintain process records of their contacts with DOE and the work sponsors.

Meetings should be held by DOE with project and work sponsors, individually and in small groups, to discuss what happen ed over the summer and what changes could be made to improve programs for the following year. Results of evaluations should be available for these meetings.

Prime sponsors should meet with DOL on a regional basis to share experiences, generate ideas for the following summer, and exchange printed materials which helped their programs.

DOE should systematically build up the capabilities of the best project sponsors, giving them more incentives and responsibility. Similarly, it should begin to gradually eliminate project sponsors whose records indicate that they continually fail to meet program objectives.

VI. Recruitment and Selection

DOE felt that the lottery system worked well and accomplished the objective to eliminate distrust of the selection process. Project sponsors felt that the intent of the lottery system was laudable and eliminated many past abuses. However, almost all project sponsors also had negative comments about its effect on program operation. The emphasis and satisfaction with the lottery were indications of DOE's concern to reduce outside criticism rather than to provide good work experiences for youth. Some problems cited by project sponsors were:

1). Many youths submitted applications to more than one site—on the theory that two tickets in a lottery gave a better chance of winning. According to DOE, the computer did accept both applications giving these youths a double chance for selection. Howev er, in those cases where a youth was selected twice, the computer accepted only one registration. Thus no one was assigned to more than one project sponsor. This created problems for the youths who had submitted two applications. Some reported to one project sponsor while the computer assigned them to the other, causing unfilled job slots and general confusion in worksite placement and paycheck distribution.

2). Randomization increased the probability of youths being assigned to project sponsors some distance away from their homes. The application process contributed to youths' applying to sponsors outside their neighborhoods in order to increase their chances for selection. Some youths had serious transportation problems and suffered economic hardship when they were assigned to sponsors two fare zones away ($2 a day for travel).

3). Some project sponsors felt that the lottery system had not eliminated politics and nepotism. They cited examples where youths high on the random list were rejected and those low on the list were selected. They did not view the computer printout as random selection. According to DOE, the system was fair in that it gave everyone an equal chance of being selected. However as with other systems, ways were found to circumvent it. It was reported that project sponsors screened out youths they did not want during the interview process, and some failed to contact all the youths on the list.

4). The lottery system prevented project sponsors from providing incentives and rewards for those youths who worked for the agency during the year or for keeping those youths for whom the agency felt work experience was essential. It also discriminated against those youths who applied early and showed initiative in trying to obtain jobs. Finally, they felt the selection system did not reflect the real world of work and how people get jobs. DOE maintained that there is no way to insure the youths wanted by project sponsors could be selected without subverting the whole lottery system. DOE also felt that it was not fair to select only those youth known to agencies and eliminating those who had no contacts.

5). A number of project sponsors and youth felt that the application process was confusing and that the forms were too complex. According to DOE, applications were printed in both English and Spanish in clear language and with adequate directions. DOE admitted however, that the income eligibility form was confusing and redundant and did lead to problems and misinterpretations. It hopes to simplify the form in the future.

6). Some project sponsors indicated a need to recruit older youth for the type of work experiences and supervision they could provide. They claimed that they received mostly younger (14 and 15 year olds) participants who were not able to perform well. DOE claims that, by law, it cannot discriminate on the basis of age; project sponsors have to employ youth assigned.

7). There was a general feeling among project sponsors that too little time was allocated for the recruitment and selection process. They felt that this was particularly severe during the supplementary selection periods. DOE agreed and has identified the major time-consuming element as trying to contact youth. As a result, the interview process had to be shortened and many youths were not selected until after the program had started. While three weeks had been allotted to the application process, this was insufficient. DOE expects to start the application process next year at least one month earlier than this year.

8). A number of youths and supervisors felt that some youths had lied about their family income and should have been disqualified. They also felt that the program was not reaching out to those most in need. DOE believes that most youth who were selected did meet the income criteria, although admitted that it had no sure way to document income and that proof could be "fabricated." For example, if there were more than one salary earner in a family, a youth could have submitted paycheck stubs from only one, indicating a family income lower than it actually was.

9). Special problems occurred with city-wide project sponsors. As there was only one or two application collection sites for each, most of the youth applying came from one borough although worksites were located in all boroughs. Other causes of problems were failure to list all application sites in the newspaper ad and typographical errors in the ad.

10). Some project sponsors felt that DOE's instructions on recruitment and selection had been drawn so ambiguously that some youth were declared ineligible when they should not have been, and that no efforts were made to rectify this. DOE felt that there had been no need to validate reasons for rejection; these were very clear. Youth had been rejected because they did not meet income eligibility, were too young or too old, did not show up for the interview, or refused the work available. This led to another problem: the many ineligibles, "no-shows", and dropouts which tended to reduce the applicant pool and led to the need to cut referrals to some project sponsors.

11). Special problems were noted with specific populations such as handicapped youth. The lottery system was not fair to these youth who need special consideration in placement, supervision and follow-up. Income guidelines did not take into account the higher family costs for handicapped children.

DOE recognized many of the problems described. It pointed with pride to the elimination of many of the abuses and inequities of prior years, and stated that it hoped to correct some of the new problems. For example, DOE felt that if all applications were submitted to its central office, they could be organized by borough and local community of residence. The computer could then randomly select youths and assign them to sites close to their homes under project sponsors which have performed well in the past. DOE also recognized that some problems may never be resolved to everyone's satisfaction.

In summary, the problems described indicate that the random selection process solved some problems and introduced others. While eliminating selection abuses, it failed to address adequately legitimate concerns of many project sponsors. Randomization was not viewed favorably by sponsors because it weakened relationships with youths known to agencies on a year-round basis. This difference will probably be exacerbated by DOE's proposed solution. Many youths were forced to work great distances from their homes on unfriendly "turf." Many had to travel beyond a one-fare zone. While DOE attempted to eliminate favoritism and discrimination, abuses occurred. Youth were not always notified in their order on the computer printout and some youths were never notified at all. Some project sponsors and some youth found the application process and forms confusing. Agencies serving particular youth populations or with specific geographic boundaries felt hampered by some of the administrative constraints imposed. Special problems arose with handicapped youth for whom special consideration in selection and placement was originally ignored.

Discussion and Recommendations

Clearly, some modifications in the recruitment and selection process need to be made. This must be done without negating the obvious good which the new system has brought about. First, of course, would be an earlier start for the recruitment process. At least two months before the summer program starts, youth should know whether or not they qualify for selection. This includes earlier income verification and notification of those not qualified so that they may seek other forms of summer employment. For those eligible youth, orientation sessions should be conducted to prepare them for the final application process including help with completing required forms and an opportunity to consider the types of available work assignments.

Sufficient numbers of youth should be recruited to fill the available work slots. A standby group should also be selected to take the place of those youth who, for one reason or another, do not choose to participate and to fill slots made available by supplemental appropriations. The standby group should be notified as to their status.

Some preferential selection should be allowed. For example, work sponsors could be permitted to select, on the basis of merit, up to 25 percent (or some other agreed-upon percentage) of their total allocation of youth. Merit would be clearly defined (e.g., youth volunteered at the agency in the past, has shown specific skills and interests which can be enhanced at this site, or is familiar with the services provided by the agency), and work sponsors would be required to submit written explanations of why each youth should be selected. The balance of youth (75% and up) could be selected in the following manner: applications of youth would be sent to the central office of DOE where they would be stratified by place of residence and job preference; at the same time, project sponsors would submit to DOE a listing of available work assignments which would be stratified by gross job requirements and location; the computer would then attempt to match youth and jobs within the youth's local community. If no match could be made, the computer would expand the search to neighboring communities gradually increasing the distance from the youth's residence until a match was made. Youth would then be referred to the appropriate worksite. We realize that such a modification might bring back a degree of favoritism or nepotism. However, the advantages of providing some youth with year-round agency connections might outweigh possible abuses of the system. Providing youth with jobs close to where they live would avoid excess travel and eliminate the violence and ill feeling stemming from assignment of youth to neighborhoods and sites where they don't live.

VII. Worksite Development

Little imagination was demonstrated in the establishment of worksites. There seemed to be too high a percentage of routine, repetitive, low skill jobs such as cleaning gutters, collecting litter, filing, and pushing elevator buttons. While undoubtedly fulfilling needed community services, these jobs hardly gave youth a motivating picture of the work world. No useful work should be denigrated, but it is perhaps unwise to subject youths to such a one-sided picture without any explanation, particularly youths for whom this was a first work experience.

Some project sponsors felt that there was insufficient time allocated to the development of good worksites. They said that they are informed so late about their approval as project sponsors that poor worksites had to be accepted to have placements ready for youths. DOE felt that project sponsors had time to develop good worksites; project sponsors had between one and one and one-half months to prepare applications which included description of work sponsors and development of worksites.

The worksite problem was compounded by the poor allocation of youth among the project sponsors. This led to some worksites with few youths and others with double or triple the number of youths they could use. According to some project sponsors, good worksites had to be cancelled. Others complained that too many youths had to be crowded into poor worksites. We saw some worksites where more youths could have been profitably employed. At the same time, a newspaper article appeared pleading for 300 real work slots for youths for whom a project sponsor had no work assignments. Many project sponsors put the blame on the lottery system. Others indicated that allowing more than one project sponsor to relate to a work sponsor produced confusion.

DOE felt the problem could be solved by increasing the youth application pool from 2-1 to 3-1 or 4-1, and that the law should be changed to allow youth to work in the private profit sector. DOE felt that public agencies and community-based organizations could not provide enough meaningful jobs and neither planned their worksites well nor provided necessary supervision.

The only problem that resulted at worksites which accepted youths from more than one project sponsor was the over-assignment noted above. Worksite sponsors seemed to know which youth belong to which project sponsor and were able to keep separate records. Lack of communication between project and work sponsors as to where youths were placed produced some, but unimportant confusion.

Youth who were assigned to sites or sponsors that were cancelled or consolidated were reassigned to fill gaps in other sites.

In summary, worksite development appeared to be sporadic, haphazard, and unimaginative. Major factors contributing to poor worksite and job development seemed to be insufficient planning time, poor communication among administrative levels, inadaquate technical assistance, restricted and improper use of resources, and failure to reward innovative efforts of various administrative and operational levels. Consequently, some worksites were overloaded with youths but under-equipped, and others had fewer youths with more resources than necessary.

DOE felt the problems reflected the absence of meaningful job development and ineptness on the part of work sponsors. Project sponsors contended once again that the fault lay with DOE.

Discussion and Recommendations

There seems to be universal agreement that summer youth employment programs should permit the development of worksites in the private sector. Congress would, of course have to amend the legislation to permit this. The consensus is that the involvement of the private sector has the potential for creating more realistic work experience: and would clearly benefit youth and the community more than it would benefit the employers. Provisions could be included that either would require private employers to hire permanently a percentage of those youth assigned to them, or provide part-time employment during the school year for some of those youth. The Federal Government would pay the costs of the summer program if the private employers agreed to these stipulations. In the absence of legislative change, the private employers can still be used, by referring youth to them who have been screened by DOE, but not selected for the program.

Jobs in the public sector were generally not interesting, demanding or useful enough. Few offered skill development or career opportunities; many were one-dimensional in nature in that they offered simple, repetitive tasks such as sweeping streets. Such jobs should be expanded to provide additional experiences and skills such as inspection, surveying and reporting activities.

A more systematic way should be developed for matching youth and jobs. One way would be for DOL to fund a task analysis project which would concentrate on typical jobs used in summer programs to determine their learning potential. A comparison could then be made between the competencies which would be developed in these jobs and those required in the regular labor market. Summer jobs which lack connections to jobs in the labor market could be supplemented with those tasks which would improve the connections.

Youths' preferences, skills, and prior experiences could then be matched by computer with these jobs.

Work sponsors and project sponsors should be required, in their applications, to spell out whether the work assignments they develop are designed to simply lighten the burden of regular staff or whether they would provide new or additional services. This will help minimize the number of "make-work" jobs.

Our experience indicates that the "better" worksites, in general, have been these which involve from one to three youth working directly with an adult. These sites provide more intensive skill development and better role models. Along the same lines, we have found that, by and large, private non-profit agencies provided better work assignments and supervision than public agencies.

A summer job bank should be developed so that work sponsors who have an oversupply of youth can, without counter-pressure or feelings of guilt, return youth to the project sponsors for reassignment.

Some youth should be assigned the task of developing their own jobs, and some should be hired by DOE to help develop or locate jobs for other youth. Job development tasks provide good training and work experience for youth.

Community planning boards or similar groups could be asked to develop "laundry lists" of desirable and needed community services and to advise project and work sponsors with respect to job development in these areas.

DOE should consider the feasibility of developing from one to four major public works projects on which all summer youth would work. More tangible community benefits could be achieved. Such projects could be done on a city-wide or borough-wide basis with project sponsors and work sponsors supervising the actual tasks. These projects could include such activities as waterfront rehabilitation, various types of health screening, energy conservation, etc.

VIII. Work Experience

> "Work assignments shall be geared toward developing those skills, abilities, and attitudes that are necessary to build a foundation for successful future employment. The work assignments shall provide participants with a real job to perform and shall be supervised, planned, and scheduled in a manner which simulates competitive work standards and exposes participants to the ground rules and requirements of real employment."

This quotation is from New York City's proposal to the U.S. Department of Labor. Project sponsors and work sponsors had difficulty providing work assignments which met these objectives. While some youths had good work experience, for the majority, experiences did not approach the objectives. DOE conceded that for nine-tenths of the youths, the summer work experience will be of little future use. Some youths (12%) stated that they had not been given enough responsibility and that the work had been boring.

Not only were there too few interesting jobs, there was a failure to match the interests and abilities of youth with available work experience. Several project sponsors indicated that many youths were assigned without regard for their preferences. They claimed that not enough time was available to do a good matching job, that it takes the full summer to get to know the participants well enough to make good job assignments. DOE, on the other hand, felt that the matching process is simple and that matching did take place in most cases. It reiterated that the problem was not having enough "good" jobs. Project sponsors felt that the lottery system made it impossible to match youths and jobs. Youths were the wrong age and wrong sex for the kinds of work available. This caused serious problems in assignment, discipline, and hiring appropriate supervisors. DOE admitted that this caused problems, but claimed that, by law, it could not discriminate on the basis of age and sex. Another reason cited by DOE for not assigning by age was that it would destroy the basis of the lottery system; each youth would not have an equal chance of being selected.

The issue of sex discrimination was raised by the youth, but not in terms of giving women more opportunities. The youth--mostly young women--had a stereotyped view of work. They saw some jobs suitable for males but not suitable for females. Some objected to maintenance and grounds-keeping assignments. They felt that males should be assigned to these and they should be assigned as clerical workers and counselors. (See Table III.) DOE took the position that no matter what the assignment, the work performed by youth provided a service to the community and that supervisors could have taught good work habits.

There was general agreement from all concerned that not enough time had been spent on career guidance, career counseling, and labor market information. The responsibility for this had been given to the project and work sponsors. Each project sponsor was supposed to conduct a six-hour orientation session for youth covering labor market information and job-related behavior. According to DOE, few did. Some sponsors claimed that there had not been enough time to plan and conduct the orientation. Other sponsors managed to do it but felt it had not been successful. We saw only one work sponsor that had developed a comprehensive, on-going career information system. While most sponsors claimed that their staffs provided this service on an *ad hoc* basis, only 17 percent of the youth we interviewed said that they had received some type of career counseling. (See Table IV.)

A major problem, and the one most easily resolved, was the almost total lack of knowledge of labor market conditions and how to obtain this information. DOE claimed that its requests to the Department of Labor for labor market information went unanswered. Project sponsors and work sponsors claimed that DOE provided no information. This issue could have been resolved rather easily. Information is available not only from the Federal Government, but from the state and from other city agencies. DOE did not provide project and work sponsors with information on creating useful work experiences.

Some youths have come away with a distorted view of what the program was about and what the world of work is like. Thirteen percent indicated that the program should contain more recreation, trips, and other non-work-related elements. This seems to indicate poor advanced information, orientation, and on-the-job-training by the project and work sponsors.

Despite the negative opinions of the majority of adult observers not directly involved at the worksite, the views of youth about the program were mostly favorable. Two-thirds of the youths liked the work sponsor and would like the same jobs after school. (See Table VI.) Analysis of the interviews with youths shows a number of significant shifts in outlook. While only 12 percent hoped to gain in skills and knowledge, 27 percent reported that they did. While no one expected to gain in responsibility and confidence, 11 percent reported such gains. Forty-three percent sought jobs to keep busy and out of trouble, but only 9 percent said that this was an important consequence. The importance of the developmental benefit was also shown in the decline of the "earn money" motivation from 40 percent to 20 percent. While fewer than 25 percent of the youths had an occupational development objective on entering the program; 60 percent felt that their occupational development was enhanced by participation in the program. (See Table VII.) These findings tend to lead to the conclusion that despite the programmatic and administrative shortcomings, SPEDY had significant impact on the vocational outlook of the young participants.* The summer work experience was perceived by them as instrumental in improving their skills, knowledge of the world of work, and confidence in their own ability. This finding, if verified in replicated studies, would demonstrate the value and importance of SPEDY beyond the expectations of most observers. It is not unreasonable to also conclude from the evidence that the shift in youth's expectations indicates greater acceptance of the work ethic and our society.

We must conclude, however, that for the majority of this summer's participants the program goal of developing skills, abilities and attitudes transferable to real work settings was not met although many of the youths found the summer's experience worthwhile.

The problem lay both in not having enough "good" jobs, and in disregarding youth preferences. As the work sponsors claimed, the random selection process and the inability to consider age and sex of participants as determinants for assignment were contributory factors.

There was little career guidance and counseling. Where provided, there was little investment of resources to obtain and properly package and deliver the necessary information. However, there seemed to have been no lessening in youths' desire for meaningful work.

Discussion and Recommendations

Care needs to be taken to insure that the work experiences provided youth mean something to the youth and to the community. Project sponsors should not accept as work sponsors, agencies and organizations whose regular workforces would not provide good role models for youth.

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*We are aware that the reliability of our findings should be accepted with some caution as the information was gathered at a single interview and the young people may have been trying to please and be rehired next year.

Youth should not be assigned to jobs which are entirely maintenance in nature such as sweeping streets for seven weeks. Such activities should be made part of other jobs. A system could be developed for youth to rotate among jobs in order to gain wider experience, to identify interests and latent skills, and to prevent youth from obtaining a distorted view of work.

Appropriate clothing should be provided especially for jobs which are somewhat hazardous or dirty. In addition, identification symbols such as badges, armbands, or uniforms should be provided.

Youth are required to work only four days a week. The fifth day of every other week is set aside for paying youth. Work sponsors could provide a range of activities and services on the fifth day of each week for those youth willing to volunteer their time. Such activities could include tutoring and other educational services, labor market information and counseling, recreation, and cultural enrichment. If attendance at such activities is made mandatory, youth could be paid at the worksites eliminating many problems of the present payroll system.

Work and behavior standards should reflect those of regular work situations and youth should be encouraged to adhere to them. Interestingly, the youth themsleves have come out strongly for a way of terminating those youth who do not want to work, who tend to goof off, or who do not put out enough effort to do a good job. Too often, these youth exert a great influence on other youth with whom they work and the work group deteriorates to the lowest level. Youth wanting to work are often intimidated or made to feel as outcasts, and the level of output declines. Where performance or behavior are unacceptable, youth should be referred to appropriate training or counseling staff. If the behavior continues to be poor, disciplinary action, including dismissal, should be taken.

IX. Staff

DOE central staff was criticized by project sponsors as being incompetent and uncooperative. Among the specific complaints were: DOE staff lacked knowledge about the program and was unable to provide conclusive answers to pressing questions; different answers to the same question were received from different staff members; DOE staff was constantly late with its paperwork, particularly in validating documents for income verification; DOE staff was discourteous and officious. One project sponsor official indicated he used the incompetence of DOE staff to get what he wanted--he kept calling different people at DOE until he received the answer he wanted to hear, then prepared a memo "for the files" for proof of legitimacy of his actions.

DOE admitted that its temporary, summer staff were not well informed and totally familiar with the program's rules and regulations; that sometimes instead of admitting ignorance and asking their supervisors for the proper answer to a question, they gave what to them seemed a logical but incorrect response, rules and directives changed from day to day and were often misinterpreted by DOE staff, each of whom had different abilities and different levels of knowledge. However, by the middle of the summer DOE central staff, which was trained, was meeting regularly with area staff to orient them to problems which arose due to lack of time for planning and preparation.

At the work sponsor and project sponsor levels, there appeared to be a lack of qualified supervisors and crew chiefs. Many were hired on the basis of availability not competence. More than sixty percent of crew chiefs and supervisors interviewed were only high school graduates or less, not one had had any specialized training for supervision, and only about one-third had ever supervised youth before.

There was a high rate of turnover among these staff members. The reasons given included dissatisfaction with the type of work, better jobs opening up, and lateness in getting paid. Many on-site supervisors were unable or afraid to make decisions and to take responsibility. DOE agreed with this assessment and added that high turnover rates were also due to poor selection and training by the project sponsors. DOE claimed that enough funds had been provided in the overhead category of the budgets to enable project sponsors to train their own and work sponsor staff. Supervisory training was to have taken place before youth started to work. However, project sponsors pointed out that this was impossible because of DOE delays and other factors previously described. Only one crew chief indicated he had received training by the project or work sponsor.

More than 20% of the youth we interviewed indicated that there were problems associated with their crew chiefs and work supervisors. These included supervisors "pushing youth around," supervisors playing favorites, unwillingness of supervisors to help youth with problems, too few supervisors for the numbers of youth involved, and the inability of supervisors to solve disagreements amont youths. Two-thirds of crew chiefs and supervisors interviewed agreed that they had provided no support services for the youth.

In summary, the use of temporary untrained and largely inexperienced summer staff by both DOE and project and work sponsors was detrimental to program management and goal attainment.

Staffing problems and concerns reflected back to the broader problems of lack of communication and trust. Youth reported problems with supervisors ranging from favoritism and negative attitudes to unwillingness to help with problems or solve disagreements.

Our observations bore out the need for staff orientation at all levels of SPEDY and a communication network that would permit information, questions and ideas to flow through the three administrative levels.

DOE, recognized these problems and said that it planned to take corrective action.

Discussion and Recommendations

In a program of the size and scope of New York City's, it is necessary to have sufficient, well-trained staff to insure its success. Staffs at the prime sponsor, project sponsor, and worksite levels, all need to be strengthened.

DOE plans to provide a year-round central staff of over one hundred for the summer program. While this is an important addition to the program, staff must be properly trained, supervised, and assigned. Once this is accomplished,DOE should permit these staff members a degree of independence, within prescribed limits, to make on-the-spot decisions which would prevent delays in program operation.

A DOE consultant-coordinator should be assigned to each project sponsor to counsel and assist in resolving linkage problems and to provide technicalassistance in such areas as interpreting rules and regulations, selection of appropriate worksites, orientation and training of staff and youth, etc. This consultant-coordinator's role would be essentially to act as an advocate for the project sponsor. This will provide the person-to-person contact which is so necessary for developing and operating successful programs and which has been lacking, partly due to the size of the program. The focus had to be at least initially, on the structure of the program rather than the substance.

Monitoring and evaluation of project sponsors and others should be conducted by independent, outside organizations under contract with DOE or DOL.

Qualifications of temporary, summer staff should be raised to insure that youth receive the best possible guidance, counseling, and training. Project sponsors should be mandated to provide pre-program and on-going orientation and training of worksite supervisors and crew chiefs. At worksites where existing staff are used as supervisors and crew chiefs, similar efforts should be made, especially in orienting them to the characteristics and needs of youth. DOE should develop guidelines, standards and curricula for this orientation and training.

When it is anticipated that sufficient, qualified staff cannot be hired efforts should be made by DOE to recruit volunteers from retired craftsmen and other experienced groups. In addition. older youth (19-21 years of age) selected for the program and who have been enrolled in past programs, should be trained and assigned as assistant supervisors or crew chiefs.

DOE should encourage the development of worksites where the ratio of youth to supervisors is small, or ideally one-to-one. This may not be possible in most instances, but our observations indicate that more learning takes place and more real work gets done when the supervisory-youth ratio is low.

All of these recommendations will cost more money than usually has been allocated for staff and staff development. However, if additional funds can be obtained for this category, there is no question that better work experiences for youth will result. Whether additional funds are available or not, DOE, project sponsors, and work sponsors should endeavor to select worksites which can contribute these staff services.

X. TECHNICAL ASSISTANCE

According to most project sponsors, DOE provided little or no technical assistance in program planning, development, and implementation. Such assistance was particularly crucial for new project sponsors. The assistance which was provided was characterized as poor and inadequate in terms of dealing with technical problems relating to recruitment, registration, interviews, completing forms, procedures, etc.. They claimed that clear, concise guidelines were lacking and evaluation reports made available did not contain specific guidelines were lacking and evaluation reports made available did not contain specific guidelines or examples for corrective action. While one project sponsor stated that workshops and payroll orientation sessions were helpful, the others stated that either they did not learn of the workshops until too late or the training for fiscal officers was given at a high school accounting level, was inappropriate for their fiscal officers, and inadequate in meeting program needs.

Poor technical assistance was attributed to "bureaucratic" behavior and lack of knowledge of DOE staff. Project sponsors recommended that they be listened to as well as spoken at and that more time be spent on planning, establishing two-way communication, and better cooperation.

Some of the youth claimed that they were not given appropriate assistance in filling out the application form, or information with respect to the kinds of jobs and work sites to which they could be assigned.

According to DOE guidelines, project sponsors were supposed to provide technical assistance to the work sponsors. This was the first year that technical assistance was provided by DOE directly to the work sponsors. A booklet entitled "How to Prepare a Summer Work Experience Program," was sent directly to the work sponsors. DOE also offered a series of seminars based on the booklet for work sponsor staff. These seminars seemed to be useful for those who attended. However, because of lateness in setting up the program, many work sponsor staff were not hired until after the seminars were over.

Project and work sponsors claimed that their problems were not attended to promptly and were treated as bureaucratic nuisances. Project sponsors recommended that they be listened to as well as spoken at and that more time be spent on planning, establishing a communication system, and better cooperation among participants.

According to DOE and many of the project sponsors themselves, the older project sponsors did not need or want as much technical assistance as newer sponsors, but did need more attention from DOE than what they were getting. However, DOE staff responsible for giving this attention were often too busy to fulfill their roles.

DOE provided little assistance in the areas of program planning, development and implementation. This was a major problem for new project sponsors unfamiliar with required procedures and processes; where technical assistance was provided, it was both uncertain and rigidly routine.

In summary, the usefulness of the booklet and seminars to help guide project and work sponsors were sharply reduced by faulty timing, inadequate planning and poor communications between DOE, project sponsors and work sponsors. In addition, many youths felt they needed, but did not receive, more help in the application and job referral process. DOE's booklet for work sponsors would have been more useful if issued sooner.

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Discussion and Recommendations

DOE and DOL should publish and disseminate comprehensive materials on planning and implementing summer programs. While the DOE pamphlet which was provided was somewhat helpful, clearer and more in-depth publications would be useful early in the planning stage. These should include ideas and recommendations for developing specific types of jobs, ensuring needed support services, dealing with problem youth, etc.

DOE should hold a series of workshops for small groups of project sponsors to:

1) identify and institutionalize learning of the previous summer program;
2) discuss and, if desirable, modify plans for the next summer's program;
3) improve project sponsors' competence in program planning, administration, and oversight;
4) provide material and train project sponsors to conduct orientation and training of work sponsors and their summer staffs;
5) discuss and explain program proposal development;
6) develop techniques and skills in program evaluation.

The project sponsors and DOE should meet with work sponsors for a second series of workshops to continue planning and educational efforts and to discuss, explain and help with program proposals. Project sponsor staff should be required to help work sponsors develop jobs, proposals, work product, and prepare evaluations.

DOE should provide project sponsors with current labor market information. A special unit should be established in DOE to gather and disseminate this information.

A special "hotline," manned by permanent DOE staff, should be installed. This system should be capable of getting needed responses back to project and work sponsors within a maximum of 24 hours. It should be in operation from the early planning phase of SPEDY to program's end.

XI. Administration

There was great emphasis on administration and administrative procedures and controls. There seemed to be more emphasis on administration the higher one went in the hierarchy of organization involved in SPEDY. At levels above the worksite there was more emphasis on administration than on program. There was general dissatisfaction at every level with the administration on every other level. Each of the three levels studied-- prime sponsor, project sponsor, work sponsor--pointed to restrictions and barriers to good programming resulting from funding, timing, poor communication, and rules dictated by higher levels.

While the prime sponsor was satisfied with the selection of youth by computer, project and work-site sponsors were not. They claimed that the printouts of youths' names and addresses were not provided on time, were inaccurate and contained omissions. DOE recognized these shortcomings but felt that it was more important to rapidly eliminate, to everyone's satisfaction. the favoritism in selection which existed in previous years; that this was accomplished by the random selection method; and that the shortcomings could be remedied next year. The central selection also resulted in delays in filling vacancies and additional slots when these became available. In addition, there were delays in the issuance of ID cards and confusion with respect to the cancellation of some numbers which resulted in some youths being refused admittance to worksites and not getting paid. DOE did not see these as major problems but as normal in a complicated short summer program.

Project sponsors claimed that the process for replacing drop-outs was cumbersome and time consuming; it took two or more weeks to get replacement names. They felt that this resulted from excessive centralization, specialization and compartmentalization at DOE, and above all, the elaborate control mechanisims. Delays in filling slots encouraged the use of routine, make-work jobs which could be kept vacant until workers were available.

Project sponsors were concerned about the confusion and ill-will caused by not notifying youths who were not selected. DOE was aware of this situation and apologetic: the computer programming was faulty, a letter was drafted but issuance was held up by other considerations. When the letter was sent the program was almost over. It is not expected that this situation will recur.

Project and work sponsors complained about excessive paperwork. Again this was recognized by DOE. Its rationale was that new paperwork had to be created in doing away with the old, that forms were being condensed and made uniform, and that many forms, records, and reports were mandated by DOL. DOE further noted that much more simplification and instructions were necessary as project sponsors did not keep good, accessible records and forms.

Lack of planning and training of administrative staff as well as work supervisors was explained by project and work sponsors as the result of inadequate resources and information with respect to the size, operational requirements, and funding for the program. The uncertainty with respect to selection as a project or worksite sponsor also discouraged investment. DOE indicated that problems stemming from time binds may be solved, in part, by DOL assurance that funding for next year will be, at least, at this year's level, by the trained year-round DOE staff, and by early notification of sponsors with good evaluations for summer '78. These project sponsors will not have to apply or compete with other programs. This special advantage may also serve to still a complaint that good programs were not adequately rewarded.

Some youths interviewed felt that there was not sufficient equipment, supplies and materials to do a good job, that support services, e.g. counseling and training, were inadequate (usually non-existent), and that job assignments were inappropriate. All three levels recognized these faults but rationalized them differently. DOE stated that agencies want to be equipped from the ground up, are unwilling to make substantive contributions to the summer program, and want more overhead funds than the program could afford. Project and work sponsors felt that they were being asked to make unreasonably large contributions; that there was not real concern with providing "a meaningful, useful work experience;" that the major concerns of DOL and DOE were to obtain compliance with rules for accountability, reporting, etc.; to get as many youths as possible"recorded as participating"; to spend as little money as possible on program and support staff; and to take as little risk as possible of adverse publicity. As proof, they pointed out that technical assistance and oversight were provided only for fiscal and procedural matters.

In our interview with DOE, these views were supported by the satisfaction expressed with the new payroll process. Some excerpts from our notes: "--controls are strong; (we) know who got paid and when." "(We) have to maintain accountability; letting project sponsors handle the pay (as was done in the past) leads to poor accountability, mistakes, and outright thievery."

The administrative oversight seemed to be closer than in previous years. DOE inspections and evaluations included careful fiscal checks, follow-up of charges of nepotism or discrimination, and the work sponsors' compliance with rules and regulations in following procedures, submitting reports, maintaining safe working conditions, not assigning youths to prohibited work, e.g., political activities, and keeping youths busy. Work and project sponsors were notified of violations and recommended corrective actions. Project sponsors felt that repeated monitoring hampered operations and that the publicity given to poor projects tended to tar all.

To DOE's credit this was the first year that there was a continuous, systematic effort to oversee and evaluate projects and to take corrective action. It was also the first time that some very poor projects and those guilty of improper fiscal and hiring practices were closed down.

The distribution of checks was a source of youth dissatisfaction. The main complaints were: getting paid late or not at all, long waits at pay sites and getting robbed by other youths outside the pay sites. The check distribution procedure coupled with the title of the program seemed to have led to a feeling among youth that SPEDY was a welfare rather than a work program and that they were being treated like welfare clients. DOE's response to these comments included: "Many problems result from incorrect registration, these appeared on the first payroll and were rectified. Delays at pay sites occur when youths come at the wrong time, get into the wrong lines, make excessive noise, and cause confusion. There would be no problems if everyone followed instructions and maintained order. Security is tight at the pay sites. There are plenty of guards and police, but it is impossible to protect the whole neighborhood. Kids have to take the same chances of getting ripped-off as everybody else. It is not too much to ask youths to pick up their checks on their day off. It isn't considered a non-working day! Twenty-four hours of work could have been spread over five days with youths picking up their checks at the end of one day. The only use for the ID card is on payday. If a youth doesn't have a card or forgets to bring it he will not be paid. Some project sponsors may not have distributed the ID cards on time." With respect to the last comment, project sponsors stated the one week pay period coming at the beginning rather than at the end of the program did not allow project sponsors enough time to get organized and issue the IDs. Project sponsors claimed that not enough time was allowed for the time card submission and processing and that some supervisors objected to signing cards in advance which was necessary to meet DOE's time schedule. They claimed that the system was so tight that it broke down if there were minor mistakes or individual problems and the youth were penalized. More than one-third of the youths interviewed reported some problems with getting paid - not on time, incorrect time card, etc.

The "time-frame"— that is, timing imposed by DOE on the project and work site sponsors--was a constant irritant. The time card issue was only one. Others included: "It took months for DOE to gear up and then when summer was here expected us to respond in days. There wasn't enough time from application to implementation." "Names of youths were given to us at the last minute. This created scheduling problems." "DOE changed the hiring dates for staff. Some of our best people left." "Not enough time was allowed for 'turn around' on applications." "Deadlines were ambiguous." "The advertising of the program was not coordinated with project sponsors. We found out that our proposal had been approved when youths lined up outside."

DOE, in response, pointed out that recruitment of youth had been a responsibility of the project sponsors. DOE had had only a secondary role. It placed an advertisement in the newspapers announcing the program as a supplement to project and work sponsor efforts. It assumed the burden and responsibility for checking income eligibility and had made, as the project sponsors agreed, registration and selection a smooth operation. Project sponsors could have used any legal recruitment and selection methods they wished. It was their responsibility to involve work sponsors. The time schedule had been discussed with project sponsors. The advertisement had appeared on schedule. Many letter and mailgrams had been sent to project sponsors informing them of program changes. The shortness of the program prohibited writing about everything that happened. Every major matter of concern had been given to project sponsors in writing. The trouble was that project sponsors had not read and properly interpreted these messages.

The conflicting perceptions were best illustrated by the perceived failure of communication which was a recurring theme.

Project sponsors charged that it was difficult to talk with DOE staff. "They don't listen, don't have answers, and talk down." "Telephone calls were rarely returned." "Program information and useful statistics are not shared but used as weapons."

DOE suggested that administration and program would be much better if there were only one project sponsor in each community. DOE is probably correct on this point. It does not have and could not get the resources needed to maintain high standards for probity and efficiency in selection, financing, and related areas for 139 project sponsors while allowing for a full range of participation by them given their different capabilities, needs, and objectives, maintaining unambiguous communication with all, and providing programmatic supplementation. Reduction of the number of project sponsors to fifty or fewer would permit more participation, better communication, and program support. But then each project sponsor would be responsible on the average, for fifty or more work sponsors, and there are few who are capable or would be willing to accept such responsibility. A different solution would be to introduce another layer of sponsors in the hierarchy, but this would bring additional differences and time delays. Another approach might be total operational decentralization with ten or fifteen new prime sponsors, with DOE providing only general oversight. None of these approaches is seen as politically feasible by DOE. However, it is clear that some experimentation in organizational structure and decentralization is necessary if the problems of reconciling size and numbers with quality and speed of operation are to be solved.

The dissatisfaction with administrative performance between levels seemed to stem from a number of factors. The most important of these were:

1. Lack of trust between the prime sponsor and the project and work sponsors. Each level was excessively concerned with its own objectives and problems, and indifferent to the objectives and problems of other levels.
2. Each level concentrated on its own administrative process until these became the operational goals, rather than providing a good developmental experience for youth.
3. The tight schedule on which every level worked and the uncertainty with respect to funding and changes in the "rules of the game."
4. The high rate of turnover of staff from year to year and even during the short summer period of actual operations. (This would be partly alleviated by DOE's plan to maintain a permanent staff of more than one hundred on a year-round basis for the summer program.)
5. The large number of project sponsors and the wide range in competence of staff and services provided.
6. Project and work sponsors became less willing to extend themselves and use their own resources for the program as procedures and controls became more demanding and eliminated opportunities for them to use the summer program for their purposes. e.g., to reward youths for activities during the rest of the year.
7. Perhaps the most important factor was the new administration (it came into office 1/1/78) intent on changing and improving the summer program.

This brought in an almost entirely new top staff with new ideas and approaches. These issues were not sufficiently discussed with the project and work sponsors who had fixed concepts and approaches from the past. It can be expected that the disagreements, distrust and mistakes will be reduced and administration will be improved if the DOE staff assigned to the summer program remains fairly stable (as is contemplated) and if this staff meets with project and work sponsors during the period between summer programs (as is planned) and listens to their problems and suggestions with understanding ears. However, many of the causes of administrative malfunctioning will not be eliminated simply by the passage of time, a more knowledgeable and stable DOE summer staff, and continuity of approaches, procedures, and forms. Some of these causes are:

- Central city political forces will continue to require DOE to emphasize controls and police operations to avoid scandal. This will deemphasize technical assistance to improve programs and emphasize using approaches which make possible easier and better administration by DOE at the cost of increased paper work and administrative routine for project and work sponsors.
- Congressional policy will continue to limit the program time-frame and the resources for hiring and training staff and procuring supplies and equipment. This will make extensive job and staff development impossible.
- Differences between DOE and project and work sponsors in program objectives and criteria for a "good" program will continue.
- There will be a high percentage of pickup and temporary staff at all levels.
- There will be a wide range of administrative competence and program resources among project and work sponsors.

Discussion and Recommendations

A. Funding

All money should be allocated by Congress and DOL well before the summer so that proper planning can be done. Supplementary allocations should not be made unless a lead time of at least one month can be guaranteed; funds left over should be allocated for the following year's program as an addition to, not partial replacement of, next year's budget, or should be used for after-school programs during the same fiscal year.

Many of the problems of SPEDY seem to be generated by the sheer size of the program. To ameliorate this situation it might be feasible to divide New York City into several sectors (e.g., boroughs) with each sector having its own prime sponsor. DOE could assume the role of supervising prime sponsor, coordinating the work of the others. This would give project and work sponsors easier access to the funding agencies and support services.

Alternatively, city-wide agencies or larger older agencies which have been operating summer youth programs for many years could receive grants directly from DOL and avoid having to go through the prime sponsor.

Incentives should be given to project and work sponsors that have had good programs. These incentives may take the form of increased funding, more slots, more year-round programs, and the publication and dissemination of positive program evaluations. Another incentive would be to increase the overhead rate of project sponsors sufficiently to meet actual program costs.

Additional resources should be made available to rent needed tools and equipment and to purchase needed supplies. The project sponsors' proposals should indicate the extent to which they would share in these costs. An early start on proposal review would permit DOE and project sponsors to negotiate the fair division of costs with those work sponsors who want to use youth for capital improvement or repairs.

B. Pay and Paysites

One of the more controversial aspects of SPEDY in New York City has been the system established for paying youth. Among the youth, this has been the single most important issue and the one eliciting most complaints. Project and work sponsors also indicated that the system was too unwieldy. Only DOE seemed satisfied with it.

We believe that youth should be paid at the worksites on a day when they are working, and that they should not be made to use their time off and travel extensive distances to collect their paychecks. We recommend that project sponsors be given the authority to pay youth. We recognize that extra safeguards will have to be built into the system to avoid abuses. Youth can be paid bi-weekly at the end of the last workday of the pay period. To insure proper distribution by project sponsors, an affidavit (or receipt) could be drawn up requiring the signatures of designated project sponsor staff and youth recipients. Or, crew chiefs can pick up checks when they deliver the time cards and distribute the checks at the worksites. These alternatives would reduce administrative costs and special sites and extra staff will not have to be provided.

Several other alternatives exist, including: mailing checks to youths' homes; contracting with a security system such as Brinks to deliver checks to the worksites, with a DOE staff member verifying ID cards and signatures on the spot; arranging with local banks to handle the payroll as well as cashing checks.

If the present system remains in effect then paysites should be made more accessible, i.e., closer to where youth live; this means increasing the number of sites. Youth who take public transportation to pick up their checks should have their carfare reimbursed.

DOE could alternate payroll reporting dates with payroll distribution dates, or stagger payments over a two-week period so that not all youth are paid on the same day.

The one-week pay period could be appended to the end of the program instead of the beginning to allow project and work sponsors time to organize and complete the paperwork.

The time card system could be improved by:

1. Using a one-page sheet with a summary of the hours in lieu of a detailed daily notation;
2. Picking up new time cards when old ones are dropped off;
3. Providing more turn-around time in the submission of time cards;
4. Simplifying the system so that all that's needed are a signature and verification of hours.

It has also been recommended that youth should be exempt from payroll taxes and social security payments for a bigger take-home pay. These costs could be assumed by the Federal government.

C. Support Services

Changing youth's perceptions and expectations of work can come about best as they are given clear guidelines and proper orientation. Work behavior, productivity, etc., can be enhanced by expectations based on prior information and orientation. Accordingly, DOE should draft and make available a participants' handbook, the basics of which can be shared generally with applicants over the course of orientation to the program. Contents could include: Program Purpose, Types of Jobs, How to Budget Money, The Pay Process including Required Signatures and How to Sign for Checks, How to fill Out Applications, Who Are the Supervisors, and Procedures for Absence and Lateness.

More counselors and social workers should be hired to help youth with their personal problems and to resolve problems at the worksite. They would also emphasize the educational aspect of employment, the need for better academic skills such as reading and writing, establish a system for pre-program entry training and orientation for youth, and provide more intensive career counseling related to the needs of the labor market and how present work experience can lead into viable careers.

Work sponsors should be charged with the preparation of a brief resume of each youth's work experience and skill acquisition for use by the youth in obtaining future employment.

APPENDIX

Tables

I. Youth Characteristics

II. Sources of Information About the Program

III. Work Assignments

IV. Support Services

V. Problems

VI. Program Satisfaction

VII. Program Benefits for Youth - Youth Responses

VIII. Background Information - Supervisors

IX. Staff Status - Supervisors

X. Program Participation - Supervisors

XI. Program Benefits for Youth - Supervisors' Responses

XII. Program Benefits - Comparison of Youths' and Supervisors' Responses

TABLE I
Youth Characteristics
(N=186)

1. Sex

	Male	Female
1. Sex	42%	58%

2. Age	14	15	16	17	18	19	20	21
	13%	26%	18%	18%	13%	8%	1%	2%

3. *Years in School as of Sept. '78	9	10	11	12	13	14	15	16
	9%	28%	22%	23%	8%	1%	1%	1%

4. # Years in Program	1	2	3	4	5	6
	61%	18%	15%	3%	2%	1%

Discussion: Unlike regular workforce characteristics, SPEDY tended to attract and recruit more female participants, owing to a relaxation of barriers that discriminated against women.

The "age" and "years in program" categories tended to reflect a greater concentration of 15-year olds as a target population, for the majority of whom it was a first work experience.

*Early interviews did not ascertain the levels of education among youths. A percentage of respondents will not attend school in September 1978.

TABLE II
Primary Sources of Information About the Program - Youth Responses

(N=186)

Friends and Relatives	38%
Schools	22%
Agencies	18%
Newspaper	9%
*Other	13%

Discussion: "Word of mouth" apparently was the primary means by which youth came to know about SPEDY.

*Other means of hearing about the program included radio and television commercials.

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TABLE III
Work Assignments - Youth Responses
(N=186)

Building and grounds maintenance	23%
Clerical	43%
Counselor and recreation	24%
Teachers Aide	7%
Sales, escort/companion	3%

Discussion: Only 11% disliked the work assigned to them. These were almost entirely youths cleaning empty lots and young women assigned to grounds maintenance, i.e., picking up trash and sweeping sidewalks. Although program planners attempted to assign young men and women to the same jobs, the youths themselves felt that there are "boys'" and "girls'" jobs; hence, most females opted for clerical and counselor aide positions when available, while males preponderantly favored maintenance and other "physical" types of work experience.

TABLE IV
Support Services - Youth Responses
(N=186)

	Yes	No	No Response
Orientation	26%	62%	12%
Training	7%	73%	20%
Career Counseling	17%	62%	21%

Discussion: The majority of youth participants did not receive any of the above-mentioned support services, although the provision of such services was clearly stipulated in the plan submitted by DOE.

There were, however, other somewhat scattered, support services which are not indicated in the statistics. These included special transportation, recreational programs, and medical services.

The "no response" category included those who did not fully understand the question, could not remember, etc.

TABLE V
Problems with the Program - Youth Responses
(N=186)

No special or specific problem	60%
Administrative problems (ID cards, paycards, paysites and payrolls)	25%
Supervision unsatisfactory	15%
Difficulties with other youths	5%

Discussion: It should again be noted that these responses were not specifically solicited. Consequently, some of the problems cited are likely felt by more youths than the statistics indicate. For example, after youths had stated there were no special problems, they were on occasion asked to comment on the paysites. This inquiry often produced an "oh, yes!" and a lengthy discussion of the paysites as a serious problem.

Most youth on the whole tended to be hesitant in commenting on negative aspects of the program. This trend seemed most apparent among younger participants, the majority of whom were working for the first time and who, perhaps, had little or no basis for comparison.

TABLE VI

Program Satisfaction - Youth Responses

(indicated by desire to return in some capacity)
(N=186)

	Yes	NO	Undecided
Would you like to work with the same agency next year?	66%	33%	1%
Would you like the same kind of job next year?	42%	43%	15%
Would you like the same kind of after-school job?	63%	31%	6%

Discussion: The "yes" responses were followed up with an inquiry as to "why." Answers given by youth typically ranged from "like it here" and "the people are nice" to "enjoy the work" and "no hassles."

The "no" percentages did not necessarily indicate a dissatisfaction with the program. Many youth were pleased with the program for what it had given them this year, but simply felt that, as they grew older, they would prefer a job that was more career-related or higher-paying.

TABLE VII

PROGRAM BENEFITS - YOUTH RESPONSES

	Why did you enter program?		What did you get from program?	
	No.	%	No.	%
Money	74	(40)	38	(20)
Work Experience	30	(16)	48	(26)
New Friends	6	(37)	29	(16)
Keep out of Trouble	10	(5)	---	
Family urged	2		---	
Keep busy	70	(38)	16	(9)
Work with and help people	16	(9)	26	(14)
Get away from home	1		---	
Gain skill and knowledge	22	(12)	51	(27)
Close to home	4		---	
Liked agency	8		---	
Be with friends	4		---	
Can't get regular job	8		---	
Nothing	---		17	(9)
Fun	---		4	(2)
Headache	---		1	
Confidence-responsibility	---		21	(11)
Go places	---		1	
References	---		5	(3)
Total Responses	225		257	

Fewer than 25% of the youths had an occupational development objective in entering the program. Sixty percent felt that their occupational development was advanced by participation in the program.

TABLE VIII

BACKGROUND INFORMATION - SUPERVISORS

A. Education (N = 36)

Less Than High School Graduation	- 3
High School Graduation	- 19
High School and Vocational/Technical School	- 1
One Year of College	- 5
Two Years of College	- 4
Three Years of College	- 2
Four Years of College	- 2

B. Training (N = 36)

Yes	- 0
No	- 36

C. Work Experience (N = 36)

Supervised Youth in the Past	- 13
General Supervisory Experience	- 4
General Work Experience	- 17
No Work or Supervisory Experience	- 2

TABLE IX

STAFF STATUS - SUPERVISORS

A. Type of Staff (N = 36)

Full-time, Permanent - 17

Summertime Only - 19

B. Job Titles (N = 36)

Crew Chief - 14

Field Supervisor - 9

Clerical Supervisor - 8

Administrative Supervisor - 2

Foreman - 2

Regional Supervisor - 1

TABLE X

PROGRAM PARTICIPATION - SUPERVISORS

A. Involved in Program Planning (N = 36)

Yes - 8

No - 28

B. Training Received in this Program (N = 36)

Yes - 1 (painting)

No - 35

C. Number of Youth Supervised (N = 36)

1 - 5 Youth - 8

6 - 10 Youth - 7

11 - 15 Youth - 5

16 - 20 Youth* - 2

21 - 25 Youth* - 4

26 - 30 Youth* - 4

36 - 40 Youth* - 1

More than 50 Youth* - 5

D. Support Services Provided (N = 36)

None - 24

Some - 12 (Personal Advice - 9)
(Rap Sessions - 2)
(Vocational Guid.- 1)

*Where supervisors were responsible for more than 15 youth, they generally had assistant supervisors or assistant crew chiefs. In some cases, the assistants were selected from among the older youth in the program.

TABLE XI

PROGRAM BENEFITS - SUPERVISORS' RESPONSES

What Do Youth Get Out of the Program (N = 79: Multiple Responses)
% Based on 36 Supervisors

	No.	%
Money	- 7	19%
Work Experience	-12	25%
Stay out of Trouble	- 1	2%
Keep Busy	- 4	11%
Helping People	- 5	14%
Skill and Knowledge	-10	28%
Competence & Responsibility	-15	42%
References	- 1	2%
Discipline & Work Behavior	-22	61%
Nothing	- 2	5%

TABLE XII

What Do Youth Get Out of the Program?

(Combined Tables VII and XI)

	% Youth (N=186)	% Supervisors (N=36)
Money	20%	19%
Work Experience	26%	25%
New Friends	16%	—
Keep Out of Trouble	—	2%
Keep Busy	9%	11%
Help People	14%	14%
Skill & Knowledge	27%	28%
Nothing	9%	5%
Fun	2%	—
Responsibility	11%	42%
Discipline & Work Behavior	—	61%

There is a striking degree of agreement between youth and supervisors as to what youth got out of the program. Only two categories — responsibility and discipline and work behavior — showed disproportionate emphasis by supervisors; only one category — making new friends — showed a disproportionate emphasis by youth. In the former case, we may assume that the recognition of these benefits requires a level of sophistication not characteristic of youth. In the latter instance, supervisors probably did not see making new friends as worthy of mention.

ANALYSIS OF SUMMER YOUTH PROGRAM RESOURCE ALLOCATIONS

Prepared by U.S. Department of Labor
Employment and Training Administration
Office of Policy, Evaluation and Research

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 29

OVERVIEW

Until the reauthorization of CETA in October 1978, the formula for allocating CETA funds to prime sponsors for operating the Summer Program for Economically Disadvantaged youth (SPEDY) was determined administratively. In order to plan the 1979 summer program efforts, 13 alternative formulations were considered from the perspective of targeting resources more effectively to areas in greatest need, developing a formula responsive to changes in local economic conditions, and assuring prime sponsors a reasonable degree of funding continuity.

Ideally, the best way to allocate summer jobs resources would be according to each locality's share of the number of disadvantaged youth in the Nation who are in need of summer work but are unable to find jobs in the competitive labor market. Unfortunately, current data are inadequate to meet these needs. There is no reliable information on youth unemployment rates for prime sponsors or poverty rates among youth and even less on the seasonality of employment and unemployment. It is necessary to deal with aggregate unemployment and poverty data.

Working with these data, the Office of Policy, Evaluation and Research in the Employment and Training Administration analyzed a range of formula options by varying the standard "hold harmless" concept, varying the proportional share of money to urban prime sponsors, varying the factor of population density, and varying the formula weightings of each of these factors. With each option, the tradeoffs were examined to see how the changes affected the cities, counties, consortia, and balance of States.

The formula for distributing funds is now written into the legislation. There are many who urge, however, that the formula be reconsidered. This analysis provides a useful background for this Congressional reconsideration.

ROBERT TAGGART
Administrator
Office of Youth Programs

Analysis of Summer Youth Program Resource Allocations

Introduction

The purpose of this paper is to present some alternative formulations for allocating CETA Title III funds to prime sponsors for operating the summer jobs program. It was prepared at the request of the Office of Management and Budget and is designed to be used in conjunction with planning the FY 1979 program effort.

Thirteen options are presented and compared with the current procedures for allocating such funds. It should be noted, however, that while the current procedure is determined administratively, both the Senate and House versions of the proposed CETA reauthorization would mandate a specific formula for allocating funds for this program. Both the Senate and House versions are very similar and to all intents and purposes are basically the same as that currently used. Should a decision be made to alter the method for allocating SPEDY funds--i.e., reflecting the analysis presented in this paper--the Department would have to work closely with the Congress to incorporate appropriate changes in the pending legislation.

Current Procedures

SPEDY program resources are currently distributed according to the following procedures.

Step 1. Each prime sponsor's funding is determined initially according to a three-part formula based on its share of total: 1) funding in the previous summer (weight of 50 percent); 2) number of unemployed persons (37.5 percent); and 3) number of low-income persons (12.5 percent).

Step 2. The resulting amounts are then subject to a "hold harmless" proviso which guarantees all prime sponsors 100 percent of man-years of service provided in the preceding summer. The application of this proviso thus insures a level of funding for some prime sponsors in excess of what they would be entitled to by virtue of the formula alone. This difference is made up by setting a limit on the maximum increase that any prime sponsor (not subject to hold harmless) could receive via the formula with the excess used to meet the costs of holding harmless. 1/

The current procedure has a number of disadvantages that limit its effective application. These relate to the fact that prior year funding is assigned a weight of 50 percent in the three-part formula and to the application of the hold harmless proviso. As a consequence, the distribution of program resources in recent years has been determined more by what sponsors received in prior years than what they currently need (at least as measured

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1/ A third step is also incorporated into this process wherein funds from the previous year which have not been obligated (i.e., carry-in funds) are deducted from the adjusted amounts resulting from step 2. This step has been excluded from the following analysis in order to simplify comparisons.

by unemployment and poverty). In FY 1978, for example, both the floor and ceiling limits were set within a fairly narrow range with all prime sponsors guaranteed a raise of at least 14 percent over FY 1977 (taking into account an increase in the minimum wage) but no more than 18 percent above the previous year in order to cover the costs of holding harmless. Thus, of the 443 prime sponsors funded by the FY 1978 summer youth program, close to 90 percent were funded at levels determined either by the hold harmless provision (140 sponsors) or by the limit set on the maximum increase (251 sponsors). Only 52 sponsors received SPEDY funds as determined by the formula *per se*, accounting for 15 percent of all such funds made available this summer.

Objectives

In assessing the current procedures with the aim of developing a better formula for allocating SPEDY funds, three objectives stand out:

--To target resources more effectively to areas in greatest need of summer jobs, particularly for disadvantaged youth.

--To develop a formula that is responsive to changes in local economic conditions from year to year.

--To assure prime sponsors a reasonable degree of funding continuity, so that they are not faced with recurring slashes or large buildups in program activity due to vicissitudes in business conditions (thus ameliorating the "yo-yo" effect).

Ideally, the best way to allocate summer jobs resources would be according to each locality's share of the number of disadvantaged youth in the Nation who are in need of summer work but are unable to find jobs in the competitive labor market. While estimates of this "universe of need" are possible at the national level, such data are not uniformly and consistently available subnationally for purposes of annual program allocations. Nor are reasonably satisfactory proxies available, for example, unemployment of youth since data at the prime sponsor level relate only to all unemployed persons, age 16 and over. In short, a better statistical base upon which to develop a more responsive summer jobs formula is not now available nor is it likely in the foreseeable future. Thus, in attempting to target more resources to areas in greatest need the current data information system must continue to bear this responsibility despite its manifold inadequacies. These data are: prior year funding; number of all unemployed workers (annual averages have the greatest degree of statistical realiability); number of persons in low income families; and unemployment rates (average, all persons age 16 and over).

Of the factors currently used in allocating program resources, data on unemployment have the greatest potential for shifting proportionate shares among CETA sponsors. Because of this importance, Appendix A describes in some detail how the distribution of unemployment and low-income differentially impact prime sponsors--particularly with respect to targetting more SPEDY resources to cities.

Design of Formula Options

Two data components--the distribution of the number of unemployed persons and the number of unemployed in excess of a jobless rate of 7.0 percent--have the greatest potential for increasing the share of program resources to city prime sponsors. The current formula, however, utilizes only the number of unemployed with an assigned weight of 37.5 percent (prior year funding weighted by 50 percent and low-income families weighted by 12.5 percent).

As a consequence, the current formula does not reflect measures indicating the severity of unemployment and its impact on local labor markets. For example, as currently used, two areas may both have the same level of unemployment and, *ceteris paribus*, both would receive identical funding even though these areas may have sharply differing unemployment rates (by way of contrast, one at 4 percent, another at 10 percent). From this perspective the problems are much more severe in the community with the higher incidence. The summer jobs formula should incorporate a factor reflecting the incidence of unemployment in order to target resources more towards areas with above average unemployment rates.

The options discussed in the following sections were designed with the intent of improving target efficiency--i.e., to shift more resources to areas of above average unemployment--with secondary consideration given to program continuity. Achievement of target efficiency is realized, in varying degrees, by increasing the weights assigned to unemployment (particularly the measure of excess unemployment above the national average) and by eliminating the weight assigned in the formula to "prior year funding."

The analysis which follows is based on the assumption that the FY 1979 budget for the SPEDY program will be extremely tight. It assumes basically a standstill budget sufficient only to provide the same aggregate level of man-years of service as in FY 1978. Given the fact that total funding for the FY 1978 program amounted to $770 million and allowing for increased slot costs reflecting a scheduled rise in the minimum wage, FY 1979 funding would need to be increased by 8.8 percent, to $838 million.

The unemployment data used in this paper are based on CY 1977 annual averages which incorporate the latest BLS techniques for estimating local area unemployment as well as its annual benchmarking adjustments. Since allocations data are usually made available to prime sponsors in February of each year (to facilitate planning for the forthcoming summer) these same CY 1977 averages may also be used in determining actual FY 1979 allocations. [1]

The following sections describe the impact of alternative formulas for allocating SPEDY resources among 443 CETA prime sponsors. Appropriate summary tables and computer printouts are attached at the end of this paper.

Option #1

Formula

Factor	Weight
Number of Unemployed	50.0 percent
Low-income Families	20.0 percent
Excess Unemployment over 7.0 percent	30.0 percent
Hold Harmless	Variable

This option places greater emphasis on the incidence of unemployment than does the current procedure and eliminates entirely the factor of prior year funding from the formula.

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[1] Should annual averages for CY 1978, including benchmarking adjustments, be available in time for determining FY 1979 summer jobs allocations, they will, of course, be used instead of CY 1977 averages.

It would eliminate the standard 100 percent "hold harmless" guarantee and instead would substitute a variable concept. This variable is a direct function of each area's unemployment rate expressed in ratio form relative to the national unemployment rate. Sponsors would be guaranteed 100 percent of their prior year's level of effort (expressed in man-years of service) if their unemployment rates were equal to or greater than the national average jobless rate (i.e., a ratio of 1.00 or higher) with hold harmless guarantees pro-rated for areas whose unemployment is less than the national average. For example, a sponsor whose unemployment rate was 5.0 percent in 1977, when the national average was 7.0 percent, would be guaranteed 71.4 percent of its prior year man-years of service level (5.0 divided by 7.0 = 71.4 percent). However, the hold harmless proviso would not apply to areas whose jobless rates are less than one-half the national rate. Their funding levels would be determined solely by the formula amount.

Option #1 would increase program shares of city prime sponsors to 25.4 percent (from a current share of 23.9 percent). City prime sponsors would receive a net increase of $12.6 million more than what would be allocated to them by the current method. Shares of other types of prime sponsors would be reduced, affecting primarily balance-of-state units and state-wide consortia.

Because a variable hold harmless is substituted for a 100 percent hold harmless guarantee, funding for 157 sponsors would be reduced relative to their FY 1978 levels. These reductions would amount to a total of $32.6 million, but on the average they would be fairly modest--around $200,000 per sponsor. Consortia would be impacted the most by these cutbacks--affecting 63 out of 147 such units (including statewide consortia).

Option #2

Formula

Factor	Weight
Number of Unemployed	50.0 percent
Low-income Families	20.0 percent
Excess Unemployment over 7.0 percent	30.0 percent

Hold Harmless None

Option #2 provides the same formula factors and weights as for option #1, but eliminates entirely the hold harmless requirement. Thus, it is a "pure" formula in that each year's allocation would be responsive to changes in local labor market conditions, without regard to the level of funding provided previously.

This option does not have much potential. Under this version, the share of SPEDY resources to city prime sponsors would actually decrease relative to the current method, from 23.9 percent to 22.0 percent. FY 1979 funding of 38 city prime sponsors (58 percent of all such units) would decrease by a total of $35.9 million. Reductions would be particularly sharp for such large cities as Chicago, District of Columbia, Gary, Indianapolis, Minneapolis, Pittsburgh and St. Louis.

Option #3

Formula

Factor	Weight
Number of Unemployed	50.0 percent
Excess Unemployment over 7.0 percent	50.0 percent
Hold Harmless	Variable

This option is designed to reflect those factors which, on the basis of the distribution and incidence of unemployment, would reflect more closely the problems associated with large urban areas. The "variable" hold harmless is the same as that presented in option #1. That is, sponsors would be guaranteed 100 percent of prior year-funding if their jobless rates were at least euqal to the national average rate, with the hold harmless guarantee pro-rated downwards for jobless rates below the national average.

This option has considerable potential. It would allocate 25.9 percent of SPEDY resources to city prime sponsors-- the highest of the first 5 options presented. While retention of a variable hold harmless limits somewhat the responsiveness of the formula to year-to-year changes in local economic conditions, it is not as disruptive to program continuity as are options #2 and #5 (both of which contain no provision for holding harmless). For example, under option #2, funding reductions would affect 244 sponsors involving a loss of $116.7 million. Under option #3 175 sponsors would receive funding reductions totaling $42.2 million. Of this number, 24 would be city prime sponsors involving a cutback of only $4.8 million.

However, shares of other types of prime sponsors would decline under this option. The proportion of funds allocated to county prime sponsors would be reduced from 19.2 to 18.8 percent, with the typical cutback amounting to around $150,000 per county unit. Reductions for other types of sponsors would be more substantial, averaging close to $600,000 for each of the 8 statewide consortia, and over $800,000 for 15 sponsors operating balance of state programs.

Option #4

Formula

Factor	Weight
Number of Unemployed	100.0 percent
Hold Harmless	None

This option is the least attractive of the options in that the share of funds allocated to city prime sponsors would decline from 23.9 to 19.3 percent. Almost one-half of city prime sponsors would be in line for funding reductions, averaging about $1 million per city. Reductions would be particularly sharp in New York City (minus $15 million) and in Chicago (minus $12 million).

County and consortia sponsors would be the primary beneficiaries of this option. Their combined shares would increase from 45.2 to 50.2 percent.

Option #5

Formula

Factor	Weight
Number of Unemployed	50.0 percent
Excess Unemployment over 7.0 percent	50.0 percent
Hold Harmless	None

The formula used in this option is the same as that developed for option #3, except that it would have no provision for holding harmless. This option would increase program shares to city prime sponsors--to 25.0 percent--but not as much as would options #1 and 3. The absence of a hold harmless provision implies, moreover, substantial funding reductions totaling $207 million distributed among 275 (60 percent) sponsors, including cutbacks for 40 city prime sponsors. However, a number of large city units would benefit substantially from this option. Among those cities whose funding would be enhanced the most by this option are Newark, Paterson, Wilmington, Buffalo, New York City, Detroit, Philadelphia, Boston, Atlanta and Los Angeles. The benefit of these gains would have to be weighed against substantial losses for other cities such as the District of Columbia and Chicago, Funding reductions for the eight statewide consortia also would be especially severe, averaging $1.8 million each.

Options #6-13

The next 8 options all include, to varying degrees, a factor of population density, i.e., the number of persons per square mile for each CETA prime sponsor. The factor would, by definition, distribute more resources to heavily-populated areas, primarily urban jurisdictions. Insofar that this factor could be considered a reasonable approximation for problems associated with overcrowding--e.g., a shortage of available jobs, high unemployment, poverty, and the like--it would distribute more resources to city prime sponsors. Four of these options are strictly "formula" options in that there would be no provision for holding harmless relative to funding in the previous year. Four options incorporate the variable hold harmless concept in which some degree of funding continuity is assured depending on the jurisdiction's unemployment rate relative to the national average rate (as in options #1 and 3).

Option #6

This option would allocate resources to prime sponsors solely on the basis of their population density, with no provision for holding harmless. Under this version, the share of SPEDY resources to the 66 city prime sponsors would increase dramatically, from 23.9 to 64.8 percent.

However, the increase in city shares would involve cutbacks in funding for most other program operators, impacting adversely on 298 sponsors for a total loss of $434 million. Funding for governors operating balance of State programs and for Statewide consortia (mainly rural areas) would be virtually wiped out. Their combined shares would amount to only 0.6 percent of total funding, compared to a current share of 30.9 percent. This approach would not be politically viable for obvious reasons.

Options #8, 9, 10

These are also pure formula options with no provision for holding harmless. Factor components consist variously of population density, number of unemployed and unemployment in excess of 7 percent, as shown below.

Factor/Weight

	Population Density	Number of Unemployed	Excess Unemployment Over 7 percent
Option #8	50.0	--	50.0
Option #9	33.33	33.33	33.33
Option #10	50.0	25.0	25.0

Each of these options would increase significantly the share of program resources to city prime sponsors--ranging from 38 to 48 percent--but not as much as would option #6 which allocates resources solely by population density. The critical dimensions of these options vis-a-vis the trade off between increasing shares of city prime sponsors vs. funding reductions for other sponsors are shown below.

Options	Percent Share to City Prime Sponsors	Number of Sponsors with Funding Reductions	Average Reduction per Sponsor ($000)
8	47.7	275	$1,237
9	38.3	252	887
10	44.9	267	950

Options #7,11,12,13

These options incorporate the variable hold harmless provision with varying weights assigned in the formula to population density, number of persons unemployed, and excess unemployment over 7 percent. These 4 options would increase the share of resources for city prime sponsors to around 27-28 percent. Funding reductions would impact from 116 to 153 sponsors. Average reductions for these sponsors would range from about $250,000 to $280,000.

Factor/Weight

Option (variable hold harmless)	Population Density	Number of Unemployed	Excess Unemployment Over 7 percent
7	100.0	--	--
11	50.0	--	50.0
12	33.33	33.33	33.33
13	50.0	25.0	25.0

Option	Percent Share to City Prime Sponsor	Number of Sponsors with Funding Reduction	Average Reduction per Sponsor
7	27.6	116	$282,789
11	27.4	153	258,899
12	27.0	142	258,325
13	27.6	134	263,661

Conclusion

While this paper has presented 13 options for consideration, additional versions could also be developed by varying further the weights assigned to unemployment; by introducing a higher incidence of unemployment as a factor (e.g., local unemployment which is, say 20 percent above the national average rate); or by shifting the weights assigned to population density. In addition, other factors might also be considered. For example, local employment data might be used, by focussing on areas where employment opportunities have lagged behind the national growth pace. Since employment growth rates for metropolitan central cities have been generally sluggish, a formula which incorporates this aspect would direct more resources to larger cities, especially when it is coupled with a factor reflecting a high incidence of unemployment. ETA will continue to explore these possibilities. Should they appear promising, additional options will be developed for consideration.

Strategically, the successful introduction of a different method for allocating SPEDY funds would be enhanced if it coincided with a significant increase in the overall level of funding--since most sponsors would benefit by virtue of the expanding pie (even though relative shares of many would decrease). Conversely, probabilities for reaching a political accord on options involving substantial cutbacks for a number of sponsors (e.g., options #5,6,8,9 and 10) would be remote where aggregate funding levels are either the same or only marginally higher from one year to another.

Chart 1 displays in graphic form the relationship of formulas which would increase the share of resources to city prime sponsors vs. the attendant reductions for other prime sponsors. Of all the factors tested, population density would have the greatest effect in increasing the share of SPEDY resources to urban areas (i.e., city prime sponsors). But while this factor alone--expressed in option #6--would increase resource shares of city prime sponsors to 65 percent, it would entail drastic reductions for sparsely—settled areas, mainly balance of State jurisdictions and Statewide consortia. The political consequence of this trade off would need to be considered carefully before pursuing this option.

Lowering the weight assigned to population density and incorporating unemployment factors expressed in the "pure" formula options 8, 9 and 10 (i.e., no provision for holding harmless) would result in substantial increases for city prime sponsors. Their shares would range from 38 to 48 percent. Funding reductions for other sponsors, while not as drastic as that associated with option #6, would be severe, however, averaging around $1 million per sponsor.

Application of the variable hold harmless acts substantially like a spring line, easing some of the impact of shifting to a pure formula approach. But it also restrains the extent to which funds can be redirected to urban areas. Of the six options tested which incorporate this feature, shares to cities would range from 25 percent (option #1) to 28 percent (options #7 and 13) vs. the 24 percent share which is currently allocated.

Given these effects, chart 1 can be used as a rough indicator of the tradeoff between formulas which would raise city sponsor's shares vs. funding reductions for other prime sponsors.

The following tables, charts and computer printouts display further details of the options discussed.

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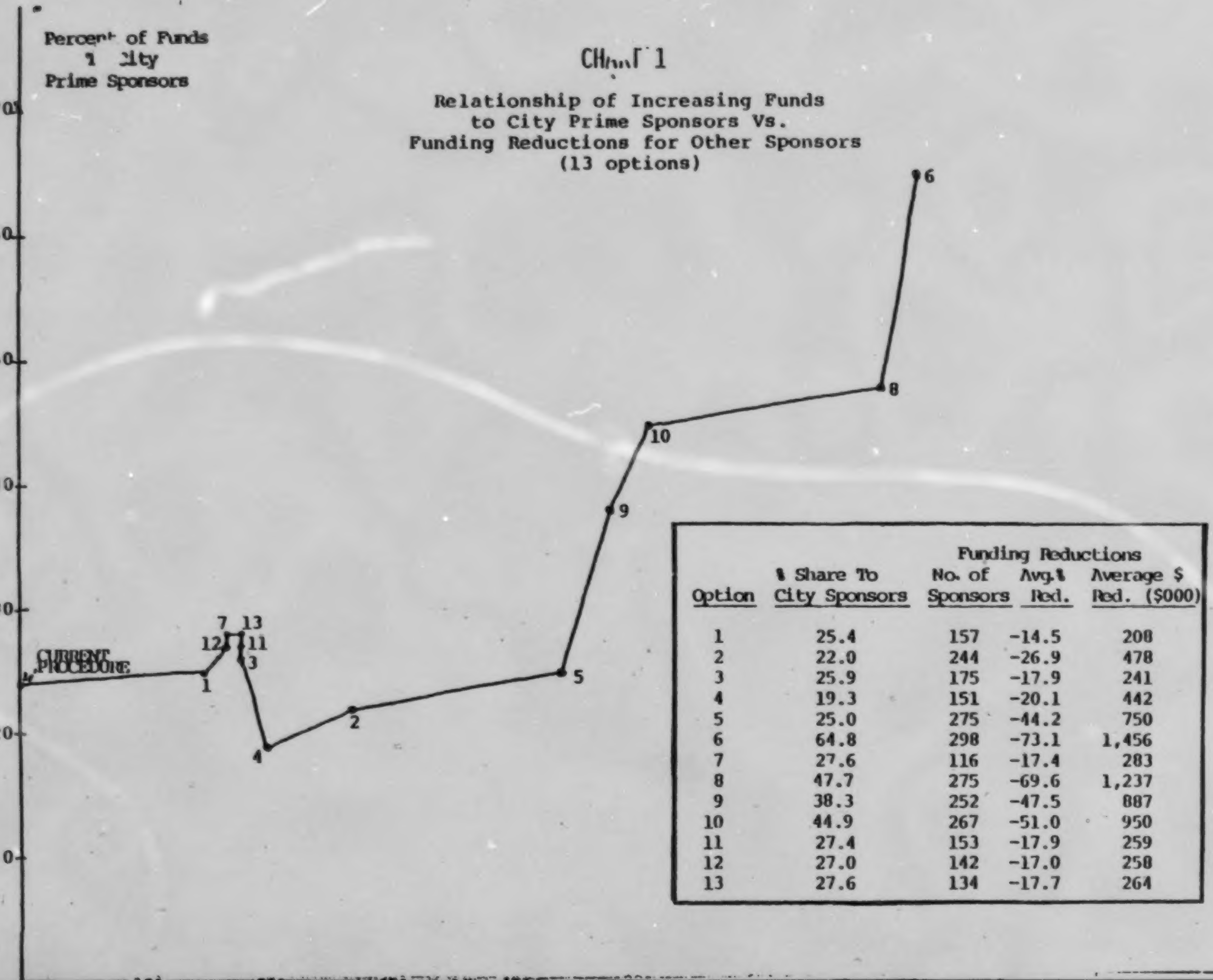
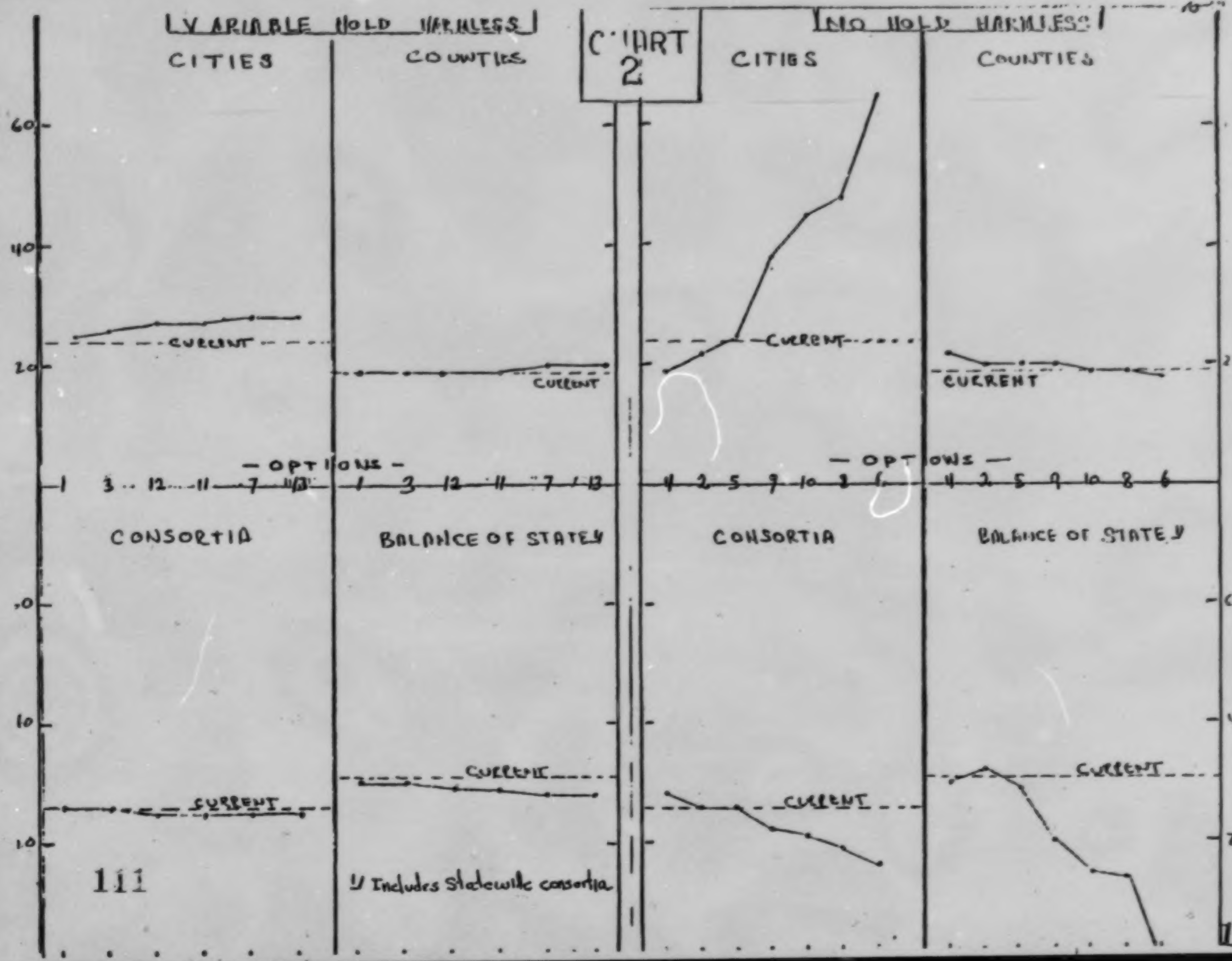
CHART 1

Relationship of Increasing Funds to City Prime Sponsors Vs. Funding Reductions for Other Sponsors (13 options)



		Funding Reductions		
Option	% Share To City Sponsors	No. of Sponsors	Avg.% Red.	Average $ Red. ($000)
1	25.4	157	-14.5	208
2	22.0	244	-26.9	478
3	25.9	175	-17.9	241
4	19.3	151	-20.1	442
5	25.0	275	-44.2	750
6	64.8	298	-73.1	1,456
7	27.6	116	-17.4	283
8	47.7	275	-69.6	1,237
9	38.3	252	-47.5	887
10	44.9	267	-51.0	950
11	27.4	153	-17.9	259
12	27.0	142	-17.0	258
13	27.6	134	-17.7	264



1/ Includes Statewide consortia

Formula Summary

Factor/Weight

Option	Prior Year Funding	Persons in Low-income Families	No. of Unempl.	Excess Unempl. Over 7.0%	Population Density	Hold Harmless
Current Procedure (also S.2570)	50.0	12.5	37.5	--	--	100%
1	--	20.0	50.0	30.0	--	Variable 1/
2	--	20.0	50.0	30.0	--	None
3	--	--	50.0	50.0	--	Variable 1/
4	--	--	100.0	--	--	None
5	--	--	50.0	--	--	None
6	--	--	--	--	100.0	None
7	--	--	--	--	100.0	Variable 1/
8	--	--	--	50.0	50.0	None
9	--	--	33.33	33.33	33.33	None
10	--	--	25.0	25.0	50.0	None
11	--	--	--	50.0	50.0	Variable 1/
12	--	--	33.33	33.33	33.33	Variable 1/
13	--	--	25.0	25.0	50.0	Variable 1//

1/ See text for explanation.

ALTERNATIVE ALLOCATIONS OF
PROGRAM RESOURCES – SPEDY

Options #1 – 5

	FY 1978 ($770 million)	FY 1979 ALTERNATIVES ($838 million)					
		Current Procedure	1	2	3	4	5
Percent Allocation of Funds	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Cities	23.9	23.9	25.4	22.0	25.9	19.3	26.0
Counties	19.2	19.2	16.9	20.0	15.8	22.0	20.3
Consortia	26.0	26.0	25.8	26.2	25.8	28.2	25.5
Balance of State	27.0	27.0	26.4	29.1	26.1	27.0	27.3
Statewide Consortia	3.9	3.9	3.5	2.7	3.4	3.4	1.9
Persons with Funding Decreases							
Total	--	—	167	244	175	151	275
Cities	--	--	21	38	24	32	40
Counties	--	--	59	94	69	55	111
Consortia	--	--	58	82	62	42	89
Balance of State	--	--	14	22	15	17	27
Statewide Consortia	--	--	5	8	5	5	8
Amount of Funding Decreases ($000)							
Total	--	--	32,648	116,652	42,174	66,749	207,283
Cities	--	--	3,791	35,890	4,758	34,109	41,356
Counties	—	--	8,482	23,186	10,076	9,388	36,359
Consortia	--	--	8,957	28,085	11,839	9,347	51,659
Balance of State	—	--	9,119	22,510	12,526	11,096	63,652
Statewide Consortia	--	--	2,299	6,981	2,965	2,609	14,227
Formula and Weight	PY = U = LIP H.H	50.0 37.5 12.5 100%	U: 50 LIP: 20 U>7%: 30 HH: double	U: 50 LIP = 20 U>7%: 30 HH: [illegible]	U = 50 U>7% = 50 HH: [illegible]	U = 100 HH: None	U: 50 U>7%: 50 HH: none

Key:
PY = Prior Year Funding
U = number of unemployed
LIP = Persons in Low-Income Families
U>7% : Excess unemployed over 7.0%
P.D: Population Density
HH: Hold Harmless

ALTERNATIVE ALLOCATION OF
PROGRAM RESOURCES — STUDY

Options #6 – 13

	FY1978 ($770 million)	Current Procedure	FY 1979 ALTERNATIVES ($838 million)							
			6	7	8	9	10	11	12	13
Allocation of Funds	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
ities	23.9	23.9	64.8	27.6	47.7	38.3	44.9	27.4	27.0	27.6
unties	17.2	19.2	18.4	19.8	18.5	19.7	19.4	18.9	19.2	19.8
sortia	26.0	26.0	16.1	24.7	19.4	22.4	20.8	24.6	24.8	24.7
Balance of State	27.0	27.0	0.6	24.5	14.2	18.4	14.0	25.6	25.6	24.5
[illegible] Consortia	3.9	3.9	0.0	3.3	0.2	1.3	1.0	3.3	3.4	3.3
s with Funding Decreases	--	--	298	116	275	252	267	153	142	134
ities	--	--	8	4	11	10	9	7	6	6
unties	--	--	121	36	115	101	104	63	54	47
sortia	--	--	118	56	107	100	110	63	62	61
Balance of State	--	--	43	15	34	33	36	15	15	15
[illegible] Consortia	--	--	8	5	8	8	8	5	5	5
Funding Decreases ($000)	--	--	434,005	32,303	240,108	223,194	253,551	39,612	36,682	35,331
ties	--	--	22,586	803	21,873	18,808	16,293	2,274	2,031	1725
unties	--	--	56,374	4,171	52,231	32,713	33,995	8,117	6,777	5,813
sortia	--	--	122,905	10,968	94,815	58,651	69,179	12,346	11,753	11,621
Balance of State	--	--	202,577	13,322	142,280	93,983	112,187	13,330	12,791	12,924
[illegible] Consortia	--	--	29,562	3,537	28,309	19,389	21,295	3,545	3,150	3,247
na sht	PY = U = LIP =	50.0 37.5 12.5	PD = 100	PD = 100	PD = 50 U>7% = 50	PD: 33.33 U>7% = 33.33 U = 33.33	PD = 50 U>7% = 25 U = 25	PD: 50 U>7% = 50	PD: 33.33 U>7% = 33.33 U = 33.33	PD: 50 U>7%: 25 U = 25
	H H. =	100%	H H = none	H H = variable	H H = none	H H = none	H H = none	H H = variable	H H = variable	H H = variable

Key:
PD = Population Density
U = Number of Unemployed
U > 7% = Excess Unemployment over 7%

Appendix A

Unemployment

Unemployment levels, rates and the relative share in the various jurisdictions are critical to the distribution of funds under the SPEDY program. The following sections therefore highlight the differential movement of unemployment among eligible cities, counties and the Balance of State (BOS). BOS for this purpose includes Consortia (excluding eligible cities), Statewide Consortia and Rural CEPs. The data base used in these comparisons is the benchmarked calendar year 1977 made available by the Bureau of Labor Statistics.

As Table A-I indicates, 183 cities were eligible as Prime Sponsors, although only 66, in fact, were PSs. In the 183 cities, 29.4 million persons participated in the labor force--only slightly below the BOS's 30.3 million but significantly below the labor force residing in the counties (38.9 million). The shares of the labor force were distributed: 29.8 percent in the cities, 39.5 percent in the counties and 30.7 percent in the BOS.

Unemployment in the cities totaled 2.3 million or 32.5 percent of the Nation's total 7.0 million, while counties accounted for 2.6 million unemployed or 37.3 percent of the Nation's total, and the BOS had 2.1 million jobseekers or 30.3 percent of the Nation's jobseekers.

Because of the relatively smaller labor force and a greater number of unemployed, cities experienced an average 7.75 percent unemployment rate, about a full percentage point above the counties' 6.72 percent rate, with the BOS registering an average of 7.03 percent for the year. Significantly the 66 cities which were in fact Prime Sponsor's averaged 8.2 percent unemployed.

In essence, although cities did not have the largest number of unemployed in their jurisdictions, the unemployment problem there was the most severe in the Nation. While they included only 29.8 percent of the Nation's labor force, they contained 32.5 percent of all the unemployed. Conversely, the counties with 39.5 percent of the Nation's labor force housed only 37.3 percent of all unemployed. Consequently, any formula construct designed to benefit cities differentially should provide added weight to the severity of unemployment. In point of fact, the Nation's 5 most populous cities had a total of 692,500 unemployed persons in 1977, representing 9.1 percent of their labor force. More importantly these five cities had nearly one-third of all of the unemployed in the eligible 183 cities, with the obvious adverse impact on the overall level and rate of city unemployment. Washington, D.C. Boston, Atlanta, San Diego, Newark and Buffalo also were above 9 percent.

Since the totals for the 183 cities eligible to be Prime Sponsors resulted in a 7.75 percent unemployment rate, it is equally apparent that many other cities must have posted unemployment rates lower than the cities' average and lower even than for the Nation as a whole. Houston for example experienced an unemployment rate in the 4.7 percent range, as did Dallas, Minneapolis, and St. Paul. Memphis and Columbus, Ohio were only slightly above 6 percent.

Excess Unemployment

A review of the effect of increasing the level of the eligibility threshold as the basis for considering excess unemployment indicates that the higher the threshold the greater the relative benefit to the cities. For example, at a 3 percent rate of unemployment, the 66 prime sponsor cities accounted for only 21 percent of the Nation's "excess" unemployed. However, raising the level to 4½ percent produced 23 percent of the Nation's unemployed in the cities. Similarly, by a 6 percent level, cities accounted for 27 percent and using 7 percent unemployment as the base for defining "excess" unemployment the cities accounted for 31 percent of the Nation's unemployed.

This relative gain in "shares" for the cities was at the expense of the counties, the consortia and the Balances of States. Counties dropped from 21 percent of the unemployed at a 3 percent unemployment level to 18½ percent at a 7 percent unemployment level. Similarly, consortia dropped from 27.6 percent at a 3 percent unemployment level to 22.6 percent at a 7 percent unemployment level.

The BOS sponsor share of the unemployed was relatively stable at all levels of the excess unemployment rate factor--ranging from 26.7 percent at the lowest level 3 percent considered to 27.6 percent at the upper extreme 7 percent reviewed.

Raising the threshold on the excess factor has a differential effect on the Nation's individual jurisdictions. For example, New York State jurisdictions--all types--have 11.7 percent of the Nation's excess unemployment at the 3 percent rate, 13.5 percent when the rate is increased to 4½ percent and then jump to 19.4 percent when the rate is raised to 7 percent. New York City similarly almost doubles when the rate is raised from 3 percent to 7 percent--going from 5.3 percent of the country's unemployment to 10.5 percent.

California, the Nation's largest State, follows suit, but not as dramatically, accounting for 13.1 percent of the national excess unemployment at the 3 percent level and then rising to 16.3 percent when the rate is increased to 7 percent. Los Angeles accounts for only 2 percent of the national excess unemployment at the 3 percent rate but increases to 3.1 percent when the rate is jumped to 7 percent.

Low Income Adults

Of the current SPEDY program formula's three components, the smallest is the relative number of adults in low income families (12½ percent). Of the three components, the LIA provides the least advantage to the cities. For example, the prior year allocation provided 66 prime sponsor cities with 20.3 percent of the weighted total for the country. These cities also had 19.3 percent of the Nation's unemployed during Calendar Year 1977. But for the LIA component, cities accounted for only 15.7 percent of the Nation's total. Accordingly, any formula configuration designed to benefit the cities should either eliminate this factor or give it a minimum relative weight.

TABLE A-I

COMPARISON OF LABOR FORCE UNEMPLOYMENT AND LOW INCOME ADULTS AMONG PRIME SPONSOR TYPES

Type of Jurisdiction	Number	CLF Number	CLF % of US TOT	Unemployment Number	Unemployment % of US TOT	Unemployment Rate	Low Income Adults Number	Low Income Adults % of US TOT
Cities (ps)	66	16,573,680	16.81	1,356,570	19.32	8.19	4,698,000	16.2
All Cities[1]	(183)	29,418,436	29.84	2,279,464	32.46	7.75		
Counties	187	22,970,780	23.30	1,547,456	22.04	6.74	4,988,000	17.4
Counties[2] plus Bal. of CSRT		38,926,791	39.48	2,616,636	37.26	6.72		
CSRT	139	28,654,311	29.06	1,983,000	28.24	6.92	7,569,0	26.1
BOS (incl BOS, Statewide & R-CEPS)	43 BOS 8 SW 4 R-CEPS	30,252,326	30.69	2,125,613	30.27	7.03	11,687,000	40.3

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[1] All cities eligible to be prime sponsors (including Cities in Consortia)

[2] Includes the Balance of Consortia; i.e., Consortia with Eligible Cities Removed

ALTERNATIVE FORMULAS FOR ALLOCATING FUNDS FOR SUMMER JOBS PROGRAM

OPTIONS 1-7

U.S. DEPARTMENT OF LABOR - EMPLOYMENT AND TRAINING ADMINISTRATION　　PAGE 1
OFFICE OF ADMINISTRATION AND MANAGEMENT　　DFM"
9/12/78

		ALTERNATIVE FY 1979 OPTIONS FUNDING							
	78 $	CURRENT	1	2	3	4	5	6	7
BRIDGEPORT CONSORTIUM	1,741,351	1,895,000	1,895,000	1,161,864	1,895,000	1,476,415	1,115,328	2,849,159	2,495,285
HARTFORD CONSORTIUM	2,092,025	2,276,615	2,178,721	1,525,916	2,178,721	2,454,807	1,227,404	1,076,956	2,178,721
NEW HAVEN CONSORTIUM	1,842,634	2,005,219	2,005,219	1,793,689	2,005,219	1,865,649	1,948,624	1,627,870	2,005,219
STAMFORD CONSORTIUM	624,373	679,465	514,355	396,579	514,355	641,406	320,703	2,407,397	894,701
WATERBURY CITY	569,901	620,186	680,740	680,740	762,843	571,265	812,555	4,999,076	816,645
BALANCE OF CONNECTICUT	4,390,346	4,777,729	4,710,841	3,507,076	4,710,841	5,634,880	2,817,440	533,903	4,710,841
CONNECTICUT	11,260,630	12,254,214	11,984,876	9,065,864	12,066,979	12,644,422	8,242,054	13,494,361	13,101,412
PENOBSCOT/HANCOCK CSRT	624,729	679,852	804,557	804,557	821,618	766,300	821,618	45,233	679,852
CUMBERLAND COUNTY	668,871	727,889	727,889	636,216	727,889	823,558	537,803	296,398	727,889
BALANCE OF MAINE	2,558,037	2,783,746	3,300,597	3,300,597	3,424,070	2,651,035	3,601,555	31,573	2,783,746
KENNEBEC CO	330,397	359,550	359,550	342,446	359,550	411,421	299,872	148,843	359,550
MAINE	4,182,034	4,551,037	5,192,593	5,083,816	5,333,127	4,652,314	5,260,848	522,047	4,551,037
BOSTON CITY	3,981,669	4,332,993	4,449,647	4,449,647	5,329,678	3,483,896	5,459,414	20,210,356	5,705,568
[illegible] CONSORTIUM	1,367,747	1,488,431	1,488,663	1,488,663	1,663,072	1,521,864	1,663,072	13,490,496	1,959,925
NEW BEDFORD CONSORTIUM	895,205	974,194	1,169,218	1,684,621	1,190,280	1,121,298	2,171,852	1,040,744	1,040,744
HAMPDEN COUNTY CONSORTIUM	1,929,207	2,099,431	2,099,431	1,583,216	2,099,431	1,956,665	1,491,939	3,515,926	2,764,475
WORCESTER CONSORTIUM	1,074,527	1,169,338	1,068,775	765,423	1,068,775	1,170,325	585,162	1,184,819	1,184,819
LOWELL CONSORTIUM	920,873	1,002,126	1,101,614	1,101,614	1,232,638	1,089,806	1,291,059	1,695,913	1,319,573
BROCKTON CONSORTIUM	799,394	869,929	1,044,080	1,197,345	1,070,032	1,038,990	1,489,165	1,640,806	1,145,499
FALL RIVER CSRT	948,123	1,031,781	1,031,781	912,930	1,057,822	747,930	1,057,822	1,746,816	1,358,621
BALANCE OF MASSACHUSETTS	12,006,173	13,065,541	13,065,541	12,590,771	13,282,511	14,741,608	13,282,511	690,092	13,065,541
MASSACHUSETTS	23,922,918	26,033,764	26,518,750	25,774,230	28,002,239	26,872,382	28,491,996	45,216,048	29,544,765
ROCKINGHAM/STRAFFORD CSRT	611,221	665,152	543,713	543,713	532,122	798,865	399,433	289,568	532,122
HILLSBOROUGH COUNTY	647,156	704,258	654,256	592,901	654,256	913,977	456,989	351,425	654,256
BALANCE OF NEW HAMPSHIRE	969,963	1,055,548	844,438	823,509	844,438	1,150,046	575,023	61,986	844,438
NEW HAMPSHIRE	2,228,340	2,424,958	2,042,407	1,960,123	2,030,816	2,862,888	1,431,445	702,979	2,030,816
PROVIDENCE CITY	1,251,873	1,362,332	1,362,332	1,310,677	1,600,931	1,008,572	1,600,931	11,941,622	1,793,883
BALANCE OF RHODE ISLAND	3,235,814	3,521,327	3,596,917	3,596,917	4,089,566	3,524,335	4,089,566	948,989	3,521,327
RHODE ISLAND	4,487,687	4,883,658	4,959,249	4,907,594	5,690,497	4,532,907	5,690,497	12,890,611	5,315,210
VERMONT STATEWIDE CSRT	1,877,512	2,043,175	2,043,175	1,405,137	2,043,175	1,908,592	1,006,608	66,239	2,043,175
VERMONT	1,877,512	2,043,175	2,043,175	1,405,137	2,043,175	1,908,592	1,006,608	66,239	2,043,175
REGION I	47,959,121	52,190,807	52,741,050	48,196,764	55,166,833	53,473,505	50,123,448	72,892,285	56,506,415

	78 $	CURRENT	OPTIONS						
			1	2	3	4	5	6	7
ATLANTIC COUNTY	858,704	934,559	1,121,649	1,992,668	1,149,529	1,201,697	2,625,790	426,040	934,559
BERGEN COUNTY	1,387,920	1,510,384	1,812,740	3,823,290	1,857,806	4,428,172	4,318,447	4,845,465	1,900,832
BURLINGTON COUNTY	908,508	988,670	1,186,593	1,334,095	1,216,087	1,212,433	1,556,864	543,955	988,670
BAL. OF CAMDEN COUNTY	1,261,592	1,372,909	1,372,909	1,103,265	1,372,909	1,356,174	1,103,715	2,354,303	1,807,810
CAMDEN CITY	674,505	734,020	880,964	1,237,236	902,861	687,212	1,654,730	12,774,372	966,538
CUMBERLAND COUNTY	491,932	535,338	642,507	1,404,930	658,477	852,902	1,088,803	342,662	535,338
ELIZABETH CITY	510,523	555,569	666,709	901,509	683,362	668,127	1,136,811	11,598,702	731,559
BAL. OF ESSEX COUNTY	1,451,076	1,579,112	1,895,236	2,375,266	1,942,343	2,528,050	2,662,652	6,600,528	2,079,332
GLOUCESTER COUNTY	502,115	546,419	655,807	849,779	672,108	743,039	1,002,114	742,542	719,510
HUDSON CO CNST	3,212,274	3,495,710	4,195,518	7,078,170	4,299,802	4,060,768	9,601,326	15,834,876	4,603,057
BAL. OF MERCER COUNTY	503,267	547,673	414,508	410,669	414,508	655,601	327,801	1,251,960	721,161
MIDDLESEX COUNTY	1,936,633	2,107,512	2,529,417	3,051,566	2,592,287	3,037,167	3,683,816	2,448,377	2,448,377
MONMOUTH COUNTY	1,421,870	1,547,329	1,857,090	2,807,554	1,903,249	2,308,245	3,443,529	1,332,116	1,547,329
MORRIS COUNTY	731,942	796,525	809,972	809,972	796,525	1,379,077	689,539	1,083,915	1,048,043
NEWARK CITY	4,990,719	5,439,782	6,139,133	6,139,133	6,691,054	3,122,576	8,534,924	18,621,147	7,162,959
OCEAN COUNTY	676,151	735,811	883,114	1,543,933	905,064	1,317,406	1,796,246	588,157	735,811
BAL. OF PASSAIC COUNTY	1,105,172	1,202,687	1,443,454	2,010,567	1,479,332	1,650,336	2,530,532	2,191,671	1,583,666
PATERSON CITY	937,154	1,019,844	1,224,007	2,302,867	1,254,431	1,206,350	3,208,777	21,130,994	1,342,903
SOMERSET COUNTY	303,431	330,204	369,004	369,004	302,571	605,143	302,572	848,343	434,804
TRENTON CITY	534,604	581,775	698,241	774,661	715,596	595,958	935,707	17,416,997	766,066
BAL. OF UNION COUNTY	913,274	993,857	1,192,818	1,360,608	1,222,466	1,800,041	1,368,924	5,097,034	1,308,684
BALANCE OF NEW JERSEY	1,303,123	1,418,104	1,701,996	3,052,571	1,744,300	2,184,264	3,952,160	266,114	1,418,104
NEW JERSEY	26,624,569	28,973,793	33,693,554	46,733,321	34,776,747	37,680,738	58,325,779	129,140,270	35,873,912
ALBANY CITY	493,350	536,881	536,881	514,966	556,622	522,596	556,622	6,834,425	706,950
BAL. OF ALBANY COUNTY	302,345	329,022	352,212	352,212	286,579	545,142	272,571	452,329	433,240
BROOME COUNTY	677,024	736,761	736,761	715,537	736,761	859,463	669,890	395,885	736,761
BUFFALO CITY	2,509,549	2,730,900	3,277,696	4,538,083	3,359,166	2,782,012	6,005,381	12,704,654	3,596,081
CHAUTAUQUA CONSORTIUM	974,467	1,060,449	1,272,741	1,587,344	1,304,377	1,300,706	1,818,332	105,544	1,060,449
CHEMUNG COUNTY	388,167	422,417	506,981	675,184	519,582	485,856	835,002	311,733	422,417
DUTCHESS COUNTY	493,777	537,346	452,982	440,015	452,982	684,946	342,473	371,786	452,982
ERIE CONSORTIUM	1,146,665	1,247,841	1,497,647	1,975,175	1,534,873	2,455,881	2,032,591	864,452	1,247,841
ROCHESTER CITY	1,096,493	1,193,242	1,432,118	1,601,639	1,467,715	1,447,429	1,861,733	9,407,161	1,571,229
BALANCE OF MONROE COUNTY	437,765	476,391	571,760	639,989	533,213	1,066,426	533,213	891,772	627,299
NASSAU CONSORTIUM	2,342,820	2,549,539	3,059,933	7,130,498	3,135,991	6,698,681	8,961,444	6,257,480	3,357,165
NIAGARA COUNTY	863,238	939,406	1,127,466	1,167,635	1,155,491	1,056,286	1,368,936	575,399	939,406
ONEIDA COUNTY	977,233	1,063,459	1,276,354	1,397,871	1,300,079	1,169,967	1,635,975	200,418	1,063,459
BAL. OF ONONDAGA COUNTY	545,068	593,162	591,504	591,504	575,961	964,197	482,098	486,866	575,961
ORANGE COUNTY	405,710	441,508	529,894	1,561,945	543,065	1,188,934	1,966,462	374,106	441,508
OSWEGO COUNTY	390,057	424,474	509,449	680,063	522,112	550,152	827,678	146,524	424,474
RENSSELAER COUNTY	425,253	462,775	555,419	662,781	569,224	669,439	718,022	297,171	462,775
ROCKLAND COUNTY	354,528	385,810	463,045	802,578	474,555	1,032,906	876,929	1,838,699	500,024
ST. LAWRENCE COUNTY	402,614	438,139	525,850	939,701	538,920	596,316	1,219,321	54,511	438,139

	78 $	OPTIONS							
		CURRENT	1	2	3	4	5	6	7
SARATOGA COUNTY	393,930	428,689	428,689	378,107	428,689	556,235	326,625	226,809	428,689
SCHENECTADY COUNTY	347,867	378,561	336,566	336,566	313,827	474,882	237,441	979,531	498,479
STEUBEN COUNTY	346,872	377,478	453,046	482,070	464,307	434,881	524,138	92,270	377,478
SUFFOLK CONSORTIUM	2,548,365	2,773,221	3,328,393	6,418,337	3,411,124	6,074,095	7,956,257	1,738,955	2,773,221
SYRACUSE CITY	821,772	894,281	1,070,683	1,070,683	1,099,986	942,010	1,230,001	9,117,850	1,177,566
ULSTER COUNTY	305,026	331,940	398,391	1,070,769	408,294	770,475	1,350,628	173,715	331,940
WESTCHESTER CONSORTIUM	1,971,967	2,145,964	2,145,964	1,808,618	2,145,964	2,945,435	1,545,954	1,485,212	2,145,964
YONKERS CITY	628,764	684,243	821,222	911,665	841,634	900,778	1,023,969	14,095,663	900,993
BALANCE OF NEW YORK	5,877,910	6,396,549	7,677,078	11,555,764	7,867,899	8,666,559	14,301,528	81,316	6,396,549
NEW YORK CITY	38,342,773	41,725,959	50,079,104	51,116,999	51,323,864	36,511,724	62,221,852	32,181,104	41,725,959
NEW YORK	66,811,369	72,706,487	86,015,829	103,116,298	87,880,856	84,434,329	123,702,266	102,823,340	75,823,006
BAYAMON MUNICIPIO	886,528	964,751	1,157,885	1,469,459	1,186,665	780,137	1,726,397	6,015,206	1,270,358
CAGUAS MUNICIPIO	773,727	841,997	1,010,557	1,566,949	1,035,675	718,824	2,057,642	2,383,299	1,108,719
CAROLINA MUNICIPIO	727,396	791,578	791,578	567,973	791,578	404,025	508,274	4,361,176	1,042,329
MAYAGUEZ MUNICIPIO	610,261	664,108	797,056	1,221,974	816,867	604,069	1,587,478	1,667,175	874,479
PONCE MUNICIPIO	1,137,341	1,237,695	1,485,469	2,322,444	1,522,392	1,044,835	3,023,396	2,090,380	1,629,763
SAN JUAN CONSORTIUM	3,007,258	3,272,604	3,927,749	5,679,515	4,025,377	2,984,919	6,871,537	17,070,856	4,309,277
BALANCE OF PUERTO RICO	11,593,257	12,616,191	15,141,834	38,273,967	15,518,198	15,730,139	52,950,218	735,325	12,616,191
PUERTO RICO	18,735,768	20,388,924	24,312,128	51,102,281	24,896,752	22,266,948	68,724,942	34,323,417	22,851,116
REGION II	112,171,706	122,069,204	144,021,511	200,951,900	147,554,355	144,382,015	250,752,987	266,287,027	134,548,034

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	78 $	CURRENT	1	2	3	4	5	6	7
		OPTIONS							
DELAWARE MANPOWER CSRT	1,200,275	1,306,182	1,567,667	1,888,234	1,606,633	2,145,854	1,985,054	331,064	1,306,182
WILMINGTON CITY	689,199	750,011	900,156	998,162	922,530	597,747	1,336,549	7,666,917	987,594
DELAWARE	1,889,474	2,056,193	2,467,823	2,886,396	2,529,163	2,743,601	3,321,603	7,997,981	2,293,776
DISTRICT OF COLUMBIA	8,971,113	9,762,682	9,762,682	4,985,968	9,762,682	3,817,184	6,207,670	14,830,473	12,855,237
DIST OF COLUMBIA	8,971,113	9,762,682	9,762,682	4,985,968	9,762,682	3,817,184	6,207,670	14,830,473	12,855,237
BALANCE OF MARYLAND	1,655,271	1,801,324	2,161,933	2,483,556	2,215,669	1,939,130	2,897,492	124,745	1,801,324
BALTIMORE CONSORTIUM	6,8[illegible]4,913	7,427,111	7,107,745	5,058,733	7,107,745	7,679,221	3,839,610	1,228,506	7,107,745
MONTGOMERY COUNTY	1,127,855	1,227,372	728,779	728,779	602,340	1,204,600	602,340	1,488,047	1,488,047
PRINCE GEORGES COUNTY	1,361,435	1,481,562	1,122,852	1,122,852	878,310	1,756,621	878,310	1,801,070	1,801,070
WESTERN MARYLAND CSRT	803,646	874,556	1,049,634	1,985,431	1,075,723	1,496,336	2,344,629	181,318	874,556
MARYLAND	11,773,120	12,811,925	12,170,943	11,379,351	11,879,707	14,075,988	10,562,381	4,823,686	13,072,742
LEHIGH VALLEY CONSORTIUM	776,303	844,800	1,013,921	1,195,656	932,467	1,864,933	932,467	869,477	869,477
LANCASTER CONSORTIUM	638,769	695,131	834,290	918,831	664,786	1,329,573	664,787	556,326	556,326
BUCKS COUNTY	786,546	855,947	1,027,300	1,462,434	1,052,834	1,874,834	1,564,207	967,547	967,547
CHESTER COUNTY	641,824	698,456	608,355	575,854	608,355	927,218	463,609	495,758	608,355
DELAWARE COUNTY	1,041,363	1,133,248	1,360,114	2,692,425	1,393,920	2,643,877	3,209,918	4,143,903	1,492,230
MONTGOMERY COUNTY	942,376	1,025,527	1,230,828	1,984,004	1,261,421	2,533,060	2,112,078	1,647,200	1,350,386
PHILADELPHIA CITY/COUNTY	6,671,650	7,260,325	8,713,774	12,231,517	8,930,362	9,392,063	14,993,844	18,139,564	9,560,201
BERKS COUNTY	1,306,071	1,421,313	1,259,283	713,974	1,259,283	1,073,941	536,970	455,938	1,259,283
BAL. OF LACKAWANNA COUNTY	556,377	605,469	726,678	828,259	744,741	628,881	973,569	418,179	605,469
SCRANTON CITY	457,933	498,339	598,102	622,258	612,968	490,866	715,288	4,826,779	656,199
LUZERNE COUNTY	1,396,441	1,519,656	1,823,877	2,445,175	1,869,211	1,749,105	2,941,344	502,717	1,519,656
SCHUYLKILL CONSORTIUM	895,282	974,277	1,169,319	1,230,531	1,198,383	985,669	1,335,530	230,417	974,277
ERIE CITY	534,694	581,873	581,873	467,069	581,873	540,967	445,966	8,766,812	766,195
BAL. OF ERIE COUNTY	438,580	477,278	477,278	450,384	477,278	546,692	442,646	236,216	477,278
BAL. OF ALLEGHENY COUNTY	2,596,587	2,825,698	2,220,998	1,933,884	2,220,998	2,750,639	1,375,320	2,028,5[illegible]	2,220,998
PITTSBURGH CITY	3,722,087	4,050,506	4,050,506	2,125,705	4,050,506	2,035,991	2,192,633	10,727,034	5,333,598
BEAVER COUNTY	743,838	809,471	682,384	439,702	682,384	612,062	306,031	613,029	682,384
WASHINGTON COUNTY	613,183	667,287	657,945	548,369	657,945	747,810	373,905	322,687	657,945
WESTMORELAND COUNTY	857,014	932,633	1,119,337	1,295,095	1,147,159	1,474,626	1,229,995	478,619	932,633
TRI-COUNTY CONSORTIUM	827,272	900,267	900,267	774,206	900,267	1,046,386	543,642	169,849	900,267
FAYETTE COUNTY	701,799	763,722	854,873	854,873	902,954	632,221	902,954	251,681	763,722
LAWRENCE COUNTY	407,800	443,782	443,782	410,135	443,782	394,840	409,996	374,364	443,782
MERCER COUNTY CONSORTIUM	1,182,870	1,287,241	1,287,241	1,228,770	1,287,241	1,388,739	1,128,557	111,471	1,287,241
SOUTHERN ALLEGANY CSRT	1,615,805	1,758,376	2,110,386	2,945,591	2,162,842	2,251,701	3,303,302	137,632	1,758,376
SUSQUEHANNA CONSORTIUM	1,046,541	1,138,883	935,252	935,252	895,162	1,372,636	686,318	338,538	895,162
YORK COUNTY	384,783	418,734	502,561	625,517	465,339	930,677	465,339	405,034	405,034
LYCOMING CONSORTIUM	590,092	642,159	770,713	891,154	789,870	717,750	1,040,355	90,208	642,159

		OPTIONS							
	78 $	CURRENT	1	2	3	4	5	6	7
FRANKLIN COUNTY	299,778	326,229	307,634	274,602	307,634	374,680	187,340	180,159	307,634
BALANCE OF PENNSYLVANIA	2,903,504	3,159,696	3,583,357	3,583,357	3,648,143	3,355,782	3,648,143	64,950	3,159,696
CENTRE COUNTY	561,715	611,278	480,465	221,295	480,465	310,981	155,491	127,322	480,465
NORTHUMBERLAND COUNTY	478,607	520,837	625,104	711,213	640,641	501,005	824,506	285,831	520,837
PENNSYLVANIA	36,617,484	39,848,438	42,957,797	47,617,091	43,271,214	47,480,285	50,186,130	58,963,764	43,054,812
PENINSULA CONSORTIUM	939,004	1,021,857	875,732	755,791	875,732	1,094,220	547,110	1,037,265	1,037,265
STNIA CONSORTIUM	2,252,057	2,450,768	2,031,687	1,688,219	2,031,687	2,252,616	1,126,308	648,339	2,031,687
RAPS CONSORTIUM	1,525,527	1,660,132	1,185,334	701,594	1,185,334	939,027	469,514	340,858	1,185,334
CHESTERFIELD/HENRICO CSRT	323,863	352,439	392,006	392,006	263,863	527,726	263,863	361,219	361,219
ROANOKE CONSORTIUM	679,834	739,819	580,946	580,946	570,401	773,099	386,550	188,277	570,401
ARLINGTON COUNTY	483,806	526,495	380,419	380,419	338,536	633,891	316,946	7,708,284	693,274
FAIRFAX COUNTY	630,080	685,675	764,153	764,153	649,816	1,299,632	649,816	1,734,573	902,879
PRINCE WILLIAM COUNTY	260,548	283,538	186,284	185,420	186,284	267,441	133,721	540,862	373,355
ALEXANDRIA CITY	270,232	294,076	224,968	224,968	171,415	342,831	171,415	9,039,756	387,231
BALANCE OF VIRGINIA	6,843,004	7,446,798	6,381,906	5,665,443	6,381,906	7,018,848	3,509,424	82,218	6,381,906
VIRGINIA	14,207,955	15,461,597	13,003,435	11,338,959	12,654,974	15,149,331	7,574,667	21,681,651	13,924,551
WEST VIRGINIA STATEWIDE	7,428,882	8,084,372	8,084,372	4,810,209	8,084,372	5,845,063	3,155,557	97,554	8,084,372
WEST VIRGINIA	7,428,882	8,084,372	8,084,372	4,810,209	8,084,372	5,845,063	3,155,557	97,554	8,084,372
REGION III	80,888,028	88,025,207	88,447,052	83,017,974	88,182,192	89,111,452	81,008,008	108,395,109	93,285,490

		OPTIONS							
	78 $	CURRENT	1	2	3	4	5	6	7
BALANCE OF ALABAMA	7,655,170	8,330,626	8,330,626	7,671,519	8,330,626	7,339,730	6,449,523	62,630	8,330,626
BIRMINGHAM CONSORTIUM	2,571,432	2,798,323	2,717,172	1,804,322	2,717,172	2,506,936	1,253,468	745,119	2,717,172
HUNTSVILLE CONSORTIUM	731,581	796,132	796,132	659,882	796,132	767,612	633,000	294,207	796,132
MOBILE CONSORTIUM	1,256,440	1,367,302	1,641,023	1,893,346	1,681,813	1,813,998	1,882,851	150,261	1,367,302
MONTGOMERY CONSORTIUM	1,024,347	1,114,731	924,112	583,406	924,112	735,524	367,762	160,313	924,112
TUSCALOOSA COUNTY	413,623	450,119	450,119	325,939	450,119	435,159	217,500	118,044	450,119
ALABAMA	13,652,593	14,857,233	14,859,184	12,938,414	14,899,974	13,598,959	10,804,104	1,530,574	14,585,463
BALANCE OF FLORIDA	4,227,007	4,599,978	5,520,851	5,538,274	5,381,352	4,586,108	5,381,352	54,125	4,599,978
ALACHUA COUNTY	717,277	780,566	613,525	314,457	613,525	412,733	206,367	171,524	613,525
BREVARD COUNTY	956,829	1,041,255	1,249,705	1,274,471	1,280,767	1,030,282	1,520,003	295,625	1,041,255
BROWARD CONSORTIUM	2,726,931	2,967,543	3,561,617	4,798,569	3,650,144	3,869,671	5,616,158	896,669	2,967,543
MIAMI/DADE CONSORTIUM	6,309,513	6,866,235	8,240,790	8,877,062	8,445,623	7,429,434	10,005,446	625,142	6,866,235
ESCAMBIA COUNTY	1,197,537	1,303,202	1,060,806	533,981	1,060,806	589,159	294,579	432,355	1,060,806
HEARTLAND MANPOWERCSRT	1,422,862	1,548,409	1,858,386	2,562,588	1,904,577	1,770,577	2,975,858	96,265	1,548,409
LEE COUNTY	326,408	355,209	415,286	415,286	355,209	527,487	263,744	253,098	355,209
LEON/GADSDEN CONSORTIUM	591,308	643,482	487,116	407,020	487,116	508,043	254,022	176,292	487,116
NE FLORIDA MANPOWER CSRT	1,901,925	2,069,742	1,980,743	1,593,322	1,980,743	2,038,615	1,019,308	388,282	1,980,743
OKALOOSA COUNTY	462,498	503,307	503,307	409,194	503,307	339,372	402,711	141,498	503,307
ORANGE COUNTY/ORLANDO CSR	1,058,818	1,152,243	1,382,911	1,637,220	1,417,285	1,767,595	1,550,535	580,554	1,152,243
MANATEE COUNTY	560,175	609,602	609,602	400,214	609,602	402,952	239,045	211,860	609,602
PALM BEACH COUNTY	1,179,881	1,283,988	1,541,031	2,614,445	1,579,334	2,113,647	3,019,466	283,769	1,283,988
PASCO COUNTY	328,660	357,659	429,259	779,856	439,929	561,245	800,887	219,979	357,659
SEMINOLE COUNTY	481,048	523,493	628,292	770,598	643,909	695,563	901,811	570,373	570,373
ST. PETERSBURG CONSORTIUM	1,680,950	1,829,269	2,195,472	2,271,342	1,829,269	2,076,190	1,800,421	3,129,577	2,408,732
SARASOTA COUNTY	373,057	405,974	406,595	406,595	371,060	437,068	218,534	353,358	371,060
TAMPA CONSORTIUM	2,308,146	2,511,806	2,804,511	2,804,511	2,850,632	2,608,210	2,850,632	717,026	2,511,806
VOLUSIA COUNTY	977,038	1,063,247	1,063,247	748,230	1,063,247	756,518	558,021	251,423	1,063,247
FLORIDA	29,787,868	32,416,209	36,553,052	39,157,235	36,467,436	34,520,469	39,878,900	9,848,794	32,352,836
BALANCE OF GEORGIA	8,638,608	9,400,838	8,460,754	7,219,169	8,460,754	8,284,721	4,142,361	67,656	8,460,754
CSRA CONSORTIUM	1,727,899	1,880,361	1,880,361	1,063,069	1,880,361	1,130,244	768,663	883,524	1,880,361
ATLANTA CITY	2,797,141	3,043,948	3,653,317	4,155,145	3,744,124	3,193,671	5,062,729	4,273,288	4,008,188
CLAYTON COUNTY	517,383	563,034	514,613	247,711	514,613	398,419	199,209	1,128,761	741,389
COBB COUNTY	668,946	727,971	784,616	784,616	799,498	976,961	799,498	901,050	901,050
COLUMBUS AREA CONSORTIUM	953,868	1,038,033	1,038,033	494,346	1,038,033	564,466	305,536	479,134	1,038,033
BAL. OF DEKALB COUNTY	980,273	1,066,768	822,478	814,517	822,478	1,318,956	659,478	1,962,413	1,404,691
FULTON COUNTY	522,038	568,100	527,765	426,202	527,765	662,043	331,021	600,657	600,657
MID GEORGIA CONSORTIUM	868,293	944,907	1,134,069	1,257,329	1,162,257	1,173,546	1,254,461	156,060	944,907
SAVANNAH/CHATHAM CSRT	618,712	673,304	673,304	581,475	673,304	681,248	414,812	45,491	673,304
GWINNETT COUNTY	254,849	277,336	202,178	171,539	202,178	224,498	112,249	333,899	333,899
GEORGIA	18,548,010	20,184,600	19,691,488	17,215,118	19,825,365	18,608,773	14,050,017	10,831,933	20,987,233
BLUE GRASS MANPOWER CSRT	837,109	910,972	638,482	638,482	353,507	707,014	353,507	228,227	228,227

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	78 $	OPTIONS							
		CURRENT	1	2	3	4	5	6	7
LOUISVILLE/JEFFERSON CSRT	2,234,031	2,431,151	1,667,770	1,327,044	1,667,770	1,734,195	867,097	2,394,639	2,394,639
KENTON COUNTY	527,104	573,613	311,472	217,176	311,472	249,906	124,953	1,013,939	755,318
BALANCE OF KENTUCKY	7,383,477	8,034,960	5,774,806	5,774,806	5,736,962	5,658,976	2,829,488	78,094	5,736,962
KENTUCKY	10,981,721	11,950,696	8,392,530	7,957,508	8,069,711	8,350,091	4,175,045	3,714,899	9,115,146
BALANCE OF MISSISSIPPI	8,235,665	8,962,341	8,962,341	7,503,294	8,962,341	7,022,784	5,509,121	55,027	8,962,341
JACKSON CONSORTIUM	1,412,432	1,537,058	1,317,259	747,489	1,317,259	974,217	487,109	222,685	1,317,259
HARRISON COUNTY	456,027	496,265	542,969	542,969	504,821	472,257	504,821	316,115	496,265
MISSISSIPPI	10,104,124	10,995,664	10,822,569	8,793,752	10,784,421	8,469,258	6,501,051	593,827	10,775,865
BALANCE OF NORTH CAROLINA	12,278,492	13,361,888	12,212,766	9,613,404	12,212,766	11,705,396	5,852,698	101,677	12,212,766
ALAMANCE COUNTY	1,385,940	1,508,229	1,508,229	416,883	1,508,229	439,930	416,372	297,945	1,508,229
BUNCOMBE COUNTY	592,918	645,234	525,221	413,536	525,221	485,856	242,928	296,140	525,221
CUMBERLAND COUNTY	1,040,621	1,132,440	1,132,440	635,516	1,132,440	608,841	505,107	445,628	1,132,440
CHARLOTTE CITY	845,503	920,106	656,956	601,648	656,956	837,156	418,578	4,771,881	1,211,571
DURHAM CONSORTIUM	682,168	742,359	477,337	465,115	477,337	601,922	300,961	383,127	477,337
GASTON COUNTY	363,116	395,156	370,715	370,715	276,609	483,590	241,795	566,636	520,330
GREENSBORO CONSORTIUM	757,412	824,242	724,906	724,906	635,491	1,021,932	510,966	589,188	635,491
ONSLOW COUNTY	259,765	282,685	282,685	243,862	282,685	218,295	157,655	185,056	282,685
RALEIGH CONSORTIUM	931,316	1,013,491	651,675	624,546	651,675	745,425	372,712	180,674	651,675
BAL. OF WAKE COUNTY	335,090	364,657	239,432	239,432	187,434	284,977	142,488	202,324	202,324
WINSTON SALEM CONSORTIUM	577,928	628,922	528,921	528,921	449,050	712,263	356,131	696,149	696,149
DAVIDSON COUNTY	378,219	411,591	323,511	260,140	323,511	343,785	171,893	236,603	323,511
NORTH CAROLINA	20,428,488	22,231,000	19,634,794	15,138,624	19,319,404	18,489,368	9,690,284	8,953,028	20,379,729
SOUTH CAROLINA STATEWIDE	9,660,610	10,513,017	10,513,017	9,023,613	10,513,017	10,974,405	6,628,550	121,394	10,513,017
SOUTH CAROLINA	9,660,610	10,513,017	10,513,017	9,023,613	10,513,017	10,974,405	6,628,550	121,394	10,513,017
BALANCE OF TENNESSEE	9,678,073	10,532,021	10,532,021	7,770,144	10,532,021	8,709,264	4,956,693	77,966	10,532,021
CHATTANOOGA CITY	1,200,116	1,306,009	1,249,850	373,843	1,249,850	463,907	231,954	3,975,987	1,719,717
MEMPHIS CONSORTIUM	2,380,521	2,590,567	2,295,242	1,908,683	2,295,242	2,529,958	1,264,979	1,257,501	2,295,242
BAL. OF HAMILTON COUNTY	573,465	624,065	445,582	300,091	445,582	404,741	202,370	266,887	445,582
KNOXVILLE CONSORTIUM	999,080	1,087,234	745,843	662,454	745,843	759,381	379,691	744,346	745,843
NASHVILLE/DAVIDSONCNTY	1,465,404	1,594,704	979,148	914,831	979,148	1,154,102	577,051	1,136,107	1,136,107
SULLIVAN COUNTY	482,717	525,310	330,420	282,218	330,420	292,969	146,484	419,468	419,468
TENNESSEE	16,779,376	18,259,910	16,578,106	12,212,264	16,578,106	14,314,322	7,759,222	7,878,262	17,293,980
REGION IV	129,942,798	141,408,329	137,044,748	122,436,528	136,457,434	127,325,645	99,567,253	43,472,711	136,083,269

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
CHICAGO CITY	26,150,653	20,466,769	20,466,769	11,210,706	20,466,769	13,907,911	10,246,269	17,595,352	20,466,769
BAL. OF COOK COUNTY	5,026,476	5,469,909	3,350,573	3,090,493	3,350,573	4,947,309	2,473,655	4,023,669	4,023,669
DUPAGE COUNTY	757,033	824,701	773,164	773,164	670,393	1,340,706	670,393	2,155,507	1,005,944
KANE CO CSRT	495,301	539,091	647,012	609,193	554,506	1,109,011	554,506	371,706	431,273
LAKE COUNTY	570,693	629,754	691,602	691,602	550,510	1,101,019	550,510	1,148,736	029,243
MACON COUNTY	396,509	431,502	431,502	354,057	431,502	510,191	207,433	201,965	431,502
MCHENRY COUNTY	170,694	105,755	222,942	257,265	203,504	407,007	203,504	266,114	244,590
ROCK ISLAND COUNTY	252,734	275,034	330,093	350,339	253,405	506,970	253,405	502,459	362,157
TAZEWELL COUNTY	163,143	177,530	213,079	253,337	195,452	390,904	195,452	262,377	233,777
LA SALLE COUNTY	153,995	167,503	201,131	363,110	206,131	453,410	320,000	123,070	167,503
ROCKFORD CONSORTIUM	445,025	405,162	502,207	645,460	503,609	1,007,379	503,609	436,470	450,716
CHAMPAIGN CONSORTIUM	410,012	446,190	440,666	440,666	293,147	540,124	274,062	96,007	293,147
WILL COUNTY CONSORTIUM	526,445	572,096	631,670	631,670	520,569	1,041,137	520,569	324,234	466,337
SANGAMON COUNTY CSRT	440,320	479,172	453,075	453,075	303,337	655,601	327,001	109,437	303,337
MADISON COUNTY CONSORTIUM	861,792	937,032	1,125,570	1,151,370	1,153,555	1,004,200	1,261,149	306,579	937,032
ST. CLAIR CONSORTIUM	567,956	610,070	540,997	540,997	494,456	709,750	354,079	243,175	494,456
PEORIA CONSORTIUM	472,434	514,119	420,594	420,594	411,295	632,579	316,290	300,539	411,295
EAST ST. LOUIS CITY	854,000	930,224	930,224	544,443	930,224	320,397	663,063	5,409,652	1,224,093
SHAWNEE CONSORTIUM	399,091	435,175	403,630	403,630	535,276	312,771	563,942	53,094	435,175
BALANCE OF ILLINOIS	3,774,845	4,107,920	4,930,206	5,302,430	3,900,790	7,000,120	3,500,060	66,367	3,900,790
MCLEAN COUNTY	517,903	563,600	330,270	210,712	330,270	206,647	143,323	125,518	330,270
ILLINOIS	43,426,414	47,250,156	46,213,320	28,955,217	44,435,513	30,201,231	24,192,034	34,370,195	45,692,043
GARY CITY	3,705,099	4,032,019	4,032,019	906,506	4,032,019	023,677	1,052,096	5,140,032	5,140,032
HAMMOND CITY	504,425	540,933	406,355	234,443	406,355	369,193	104,597	5,600,003	722,020
BAL. OF LAKE COUNTY	705,946	055,294	672,261	460,076	672,261	711,547	355,774	790,067	790,067
ELKHART COUNTY	368,230	400,721	297,736	280,066	297,736	436,471	218,236	362,766	362,766
SOUTH BEND CITY	737,445	802,514	665,204	200,303	665,204	409,512	204,756	5,202,431	1,056,720
BAL. OF ST. JOSEPH COUNTY	246,905	260,691	231,724	231,724	199,637	340,003	170,401	363,201	353,005
TIPPECANOE COUNTY	264,379	287,707	209,600	209,600	172,624	292,253	146,127	209,697	209,697
MADISON COUNTY	406,351	442,205	347,574	277,032	347,574	394,124	197,062	320,073	347,574
VIGO COUNTY	362,745	394,752	310,275	240,304	310,275	317,065	150,532	343,177	343,177
INDIANAPOLIS CITY	2,322,962	2,527,929	2,201,026	1,706,525	2,201,026	2,722,249	1,361,124	2,622,737	2,622,737
LA PORTE COUNTY	471,518	513,123	301,250	200,409	301,250	209,271	144,635	224,747	301,250
FT. WAYNE CONSORTIUM	1,315,107	1,431,146	1,001,002	012,542	1,001,002	1,170,317	509,159	219,979	1,001,002
DELAWARE CONSORTIUM	492,505	535,961	451,015	313,007	451,015	434,920	217,460	331,579	451,015
SOUTHWESTERN CONSORTIUM	1,103,930	1,200,394	919,914	752,459	919,914	936,642	460,321	130,147	919,914
BALANCE OF INDIANA	5,590,401	6,092,370	5,109,597	5,109,597	5,135,074	7,163,066	3,501,533	110,027	5,135,074
INDIANA	10,765,940	20,421,767	17,399,032	12,104,273	17,276,246	16,019,110	9,050,613	22,078,023	19,921,650
BALANCE OF MICHIGAN	6,104,562	6,730,259	0,077,593	11,470,826	0,278,369	7,067,575	14,290,569	46,522	6,730,259
FLINT/GENESEE CONSORTIUM	2,247,324	2,445,617	2,530,260	2,530,260	2,902,963	2,405,661	2,902,964	407,741	2,445,617

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
LANSING CONSORTIUM	1,366,507	1,487,081	1,487,081	1,335,671	1,487,081	1,771,770	1,296,295	301,295	1,487,081
JACKSON CONSORTIUM	1,085,440	1,181,214	1,412,042	1,412,042	1,452,920	1,274,820	1,632,761	171,782	1,181,214
KENT CONSORTIUM	1,941,677	2,113,001	2,113,001	1,951,093	2,113,001	2,528,050	1,783,814	254,516	2,113,001
MUSKEGON CONSORTIUM	899,941	979,348	993,110	993,110	1,158,404	819,740	1,158,404	220,752	979,348
DEARBORN CITY	211,828	230,519	201,551	201,551	168,048	302,870	151,435	5,206,555	303,541
DETROIT CITY	7,638,136	8,312,089	9,976,091	10,793,833	10,224,056	8,052,827	13,375,480	12,467,407	10,945,136
LIVONIA CITY	691,442	752,452	462,005	135,966	462,005	235,234	117,617	4,100,990	990,808
WARREN CITY	341,054	371,147	327,806	327,806	323,269	564,824	282,412	6,528,619	488,716
BAY COUNTY	446,950	486,387	486,387	482,219	516,343	501,960	516,343	346,270	486,387
BERRIEN COUNTY	712,234	775,078	930,242	908,863	953,364	822,842	1,169,466	378,874	775,078
CALHOUN COUNTY	551,245	599,884	670,135	670,135	737,871	649,398	746,522	257,480	599,884
KALAMAZOO COUNTY	623,058	678,034	600,738	491,360	600,738	766,658	383,329	461,737	600,738
BAL. OF MACOMB COUNTY	1,339,773	1,457,988	1,437,576	940,393	1,437,576	1,580,553	790,276	1,436,242	1,437,576
MONROE COUNTY	459,529	500,076	485,573	270,012	485,573	420,010	210,005	294,078	485,573
OAKLAND COUNTY	2,330,917	2,536,586	2,536,586	2,464,294	2,536,586	3,556,661	2,302,294	1,436,758	2,536,586
OTTAWA COUNTY	554,386	603,302	500,138	298,397	500,138	453,768	226,884	321,785	500,138
SAGINAW COUNTY	680,027	740,029	718,569	529,363	718,569	804,114	402,057	358,899	718,569
ST. CLAIR COUNTY	583,974	635,501	762,722	823,060	781,681	601,564	1,025,063	229,515	635,501
BAL. OF WAYNE COUNTY	2,734,415	2,975,687	2,764,413	1,971,018	2,764,413	3,218,721	1,609,361	3,074,937	3,074,937
ANN ARBOR CITY	490,281	533,541	327,594	187,430	327,594	289,271	144,635	6,120,750	702,553
BAL. OF WASHTENAW COUNTY	561,436	610,974	649,957	649,957	744,320	719,181	744,320	264,052	610,974
MICHIGAN	34,676,136	37,735,794	40,451,178	41,926,667	41,674,082	40,208,072	47,342,306	44,687,556	40,829,215
DAKOTA COUNTY	219,565	238,938	186,919	186,919	146,067	292,134	146,067	373,075	314,628
BAL. OF RAMSEY COUNTY	199,478	217,079	219,364	219,364	178,573	357,145	178,573	2,207,908	285,044
ST. PAUL CITY	977,141	1,063,359	698,627	612,189	698,627	902,287	451,143	68,043	698,627
QUAD COUNTIES CONS	542,926	590,831	484,573	484,573	388,176	770,117	385,058	307,996	388,176
REGION III CONSORTIUM	663,338	721,868	866,379	1,223,343	887,914	1,050,680	1,385,155	17,140	721,868
DULUTH CITY	383,381	417,209	417,209	283,394	417,209	361,917	238,026	1,799,394	549,369
BALANCE OF MINNESOTA	3,941,096	4,288,840	4,233,649	4,233,649	3,491,116	5,405,252	2,702,626	38,145	3,491,116
BAL. OF HENNEPIN COUNTY	926,214	1,007,939	677,703	677,703	552,001	1,104,001	552,001	1,352,864	1,327,227
MINNEAPOLIS CITY	1,628,382	1,772,063	1,240,444	984,394	1,240,444	1,446,594	723,297	8,843,360	2,333,405
MINNESOTA	9,481,521	10,318,126	9,024,947	8,905,608	8,000,127	11,690,127	6,761,946	15,007,925	10,110,260
CINCINNATI CITY	2,257,657	2,456,862	2,456,862	1,507,411	2,456,862	1,841,076	1,249,627	6,007,491	3,235,130
BUTLER COUNTY	808,944	880,321	962,494	962,494	1,034,106	1,011,673	1,034,106	669,087	880,321
CLARK COUNTY	516,384	561,947	505,753	358,320	505,753	505,777	252,888	496,531	505,753
BAL. OF HAMILTON COUNTY	585,871	637,565	752,018	752,018	550,569	1,101,138	550,569	1,070,530	839,529
LORAIN COUNTY	798,009	868,422	756,395	554,849	756,395	866,620	433,310	699,242	756,395
AKRON CONSORTIUM	1,670,242	1,817,616	1,557,697	1,316,933	1,557,697	1,943,663	971,831	985,073	1,557,697
CANTON CONSORTIUM	1,113,175	1,211,396	1,159,306	1,128,564	1,159,306	1,695,784	847,892	530,295	1,159,306
CLEVELAND CONSORTIUM	7,058,936	7,681,703	6,690,833	3,954,560	6,690,833	5,728,520	2,864,260	2,479,950	6,690,833

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
COLUMBUS CONSORTIUM	2,638,612	2,871,431	2,337,345	1,948,399	2,337,345	2,901,776	1,450,888	2,055,714	2,337,345
MIAMI VALLEY CONSORTIUM	1,794,189	1,952,500	1,589,335	1,302,592	1,589,335	1,912,290	956,145	907,107	1,589,335
CENTRAL OHIO RURALCSRT	702,357	764,330	687,897	444,236	687,897	591,783	295,891	163,663	687,897
TOLEDO CONSORTIUM	1,767,791	1,923,773	1,923,773	1,546,459	1,923,773	2,299,854	1,263,586	773,341	1,923,773
NORTH EAST OHIO MANPOWER	2,299,623	2,502,531	2,562,394	2,562,394	2,691,271	2,687,059	2,691,271	547,692	2,502,531
BALANCE OF OHIO	8,171,812	8,892,854	8,768,354	6,514,709	8,768,354	8,658,328	4,329,164	114,564	8,768,354
ALLEN COUNTY	1,090,505	1,186,726	1,186,726	326,428	1,186,726	448,842	271,577	341,760	1,186,726
GREENE COUNTY	149,127	162,285	194,773	209,797	152,031	304,063	152,031	387,508	213,693
CLERMONT/BROWN CSRT	507,091	551,834	465,196	381,701	465,196	551,822	275,911	294,078	465,196
LAKE/ASHTABULA CSRT	842,900	917,274	720,977	554,552	720,977	836,441	418,220	607,616	720,977
PORTAGE COUNTY	269,028	292,766	351,375	644,263	360,108	580,808	784,988	344,337	344,337
RICHLAND/HURON CSRT	564,459	614,264	614,264	394,028	614,264	582,001	291,476	222,685	614,264
OHIO	35,606,712	38,748,480	36,243,767	27,264,707	36,208,878	37,048,518	21,385,711	21,298,264	36,979,392
OUTAGAMIE COUNTY	286,931	312,248	221,423	221,423	205,147	332,095	166,048	252,840	252,840
ROCK COUNTY	390,396	424,843	303,338	250,341	303,338	370,267	185,133	239,438	303,338
MILWAUKEE COUNTY	2,805,775	3,053,343	2,006,047	1,890,117	2,006,047	2,803,006	1,401,503	5,504,628	4,020,560
MADISON/DANE CONSORTIUM	846,121	920,779	497,760	497,760	473,280	733,377	366,688	324,491	473,280
WOW CONSORTIUM	661,141	719,477	525,763	525,763	422,992	845,983	422,992	419,725	419,725
WINNE/FOND CONSORTIUM	415,935	452,635	406,769	406,769	310,508	584,626	292,313	239,567	310,508
TRICO CETAC	871,312	948,192	833,562	833,562	812,601	1,310,249	655,124	401,942	812,601
BALANCE OF WISCONSIN	5,139,781	5,593,291	4,396,327	4,376,098	4,396,327	5,756,314	2,878,157	54,125	4,396,327
MARATHON COUNTY	707,272	769,678	516,454	204,577	516,454	266,368	133,184	85,182	516,454
WISCONSIN	12,124,664	13,194,486	9,707,443	9,214,418	9,446,694	13,002,285	6,501,142	7,521,938	11,505,633
REGION V	154,081,395	167,676,809	159,039,687	128,450,882	157,042,340	157,049,343	115,233,752	144,964,701	165,039,001

	78 $	OPTIONS							
		CURRENT	1	2	3	4	5	6	7
CENTRAL ARKANSAS CSRT	1,297,327	1,411,797	1,009,556	1,009,556	1,008,023	1,246,708	623,394	183,896	1,008,023
TEXARKANA	280,521	305,273	300,999	132,737	300,999	150,659	75,330	31,057	300,999
BALANCE OF ARKANSAS	6,052,967	6,587,052	6,587,052	5,162,967	6,587,052	5,759,773	2,927,443	44,202	6,587,052
ARKANSAS	7,630,815	8,304,122	7,897,607	6,305,260	7,896,074	7,157,220	3,626,167	259,155	7,896,074
RAPIDES PARISH	965,391	1,050,573	1,050,573	468,656	1,050,573	438,499	409,950	118,430	1,050,573
BATON ROUGE CITY	915,273	996,032	896,429	769,067	896,429	1,114,856	557,428	872,957	896,429
LAFAYETTE PARISH	375,740	408,894	259,163	259,163	251,061	307,164	153,582	570,244	538,420
CALCASIEU/JEFF CONSORTIUM	674,115	733,596	733,596	703,576	733,596	732,184	629,077	76,677	733,596
OUACHITA PARISH	476,979	519,065	519,065	411,275	519,065	455,915	324,496	253,356	519,065
NEW ORLEANS CITY	2,425,267	2,639,261	2,639,261	2,172,464	2,639,261	2,151,938	1,077,290	3,661,805	3,475,308
JEFFERSON PARISH	1,037,439	1,128,978	1,096,237	876,479	1,096,237	1,364,166	682,083	1,393,458	1,393,458
SHREVEPORT CITY	706,207	768,606	625,646	450,336	625,646	559,575	279,788	4,213,492	1,012,080
BALANCE OF LOUISIANA	6,440,085	7,008,328	7,008,328	5,143,007	7,008,328	5,877,987	3,122,085	61,213	7,008,328
LOUISIANA	14,016,576	15,253,333	14,028,290	11,254,023	14,020,196	13,002,284	8,035,779	11,221,632	16,627,257
ALBUQUERQUE CONSORTIUM	1,557,249	1,694,653	1,696,464	1,696,464	1,754,408	1,681,708	1,754,408	400,266	1,694,653
BALANCE OF NEW MEXICO	2,640,506	2,873,492	2,936,996	2,936,996	2,873,492	2,970,485	2,374,067	9,279	2,873,492
NEW MEXICO	4,197,755	4,568,145	4,633,460	4,633,460	4,627,900	4,652,193	4,128,475	409,545	4,568,145
COMANCHE COUNTY	495,029	538,708	500,460	218,676	500,460	243,584	121,792	124,874	500,460
OKLAHOMA COUNTY	525,520	571,889	351,140	304,377	351,140	421,441	210,721	1,316,781	753,049
OKLAHOMA CITY CONSORTIUM	1,301,553	1,416,396	971,648	925,565	971,648	1,205,872	602,936	240,598	971,648
BAL. OF CLEVELAND COUNTY	287,315	312,666	174,155	159,508	174,155	213,285	106,643	293,563	293,563
TULSA CONSORTIUM	1,278,738	1,391,568	1,067,531	1,067,531	974,097	1,447,190	723,595	170,493	974,097
BALANCE OF OKLAHOMA	4,978,003	5,417,239	4,025,008	3,553,818	4,025,008	3,745,016	1,872,508	30,800	4,025,008
OKLAHOMA	8,866,158	9,648,466	7,089,942	6,229,475	6,996,508	7,276,388	3,638,195	2,177,109	7,517,825
TEXARKANA CONSORTIUM-TEX*	649,914	707,259	707,259	323,717	707,259	400,924	278,929	101,162	707,259
TEX. PANHANDLE MANP. CSRT	748,388	814,422	559,797	559,797	430,829	593,095	296,548	19,073	430,829
CAP. AREA MANPOWERCSRT	1,258,053	1,369,058	1,129,644	1,129,644	821,435	1,291,043	645,522	92,012	821,435
S.E. TEXAS CMP. CSRT	1,126,967	1,226,405	1,226,405	1,048,880	1,226,405	1,401,026	762,336	204,644	1,226,405
GREATER PASADENA CSRT	253,075	275,405	261,452	261,452	202,072	404,144	202,072	5,204,364	362,646
CAMERON COUNTY	803,143	874,009	1,048,977	1,549,636	1,075,050	938,073	1,889,064	254,516	874,009
COASTAL BEND MANP.CSRT	1,456,204	1,584,693	1,448,409	1,183,973	1,448,409	1,348,301	674,151	49,228	1,448,409
DALLAS CITY	2,173,302	2,365,064	1,952,519	1,952,519	1,586,958	2,619,066	1,309,533	3,990,550	3,114,253
BAL. OF DALLAS COUNTY	785,865	855,206	815,124	815,124	597,926	1,195,852	597,926	1,244,357	1,126,112
SO. PLAINS ASSN OFGOVTS	545,258	593,369	405,898	405,898	313,892	446,253	223,126	93,688	313,892
WEST CENTRAL TEXASCSRT	761,066	828,219	702,485	702,485	472,913	629,239	314,619	21,134	472,913
EL PASO CONSORTIUM	1,393,144	1,516,068	1,819,571	3,770,205	1,864,798	2,301,404	4,885,288	517,537	1,516,068

U.S. DEPARTMENT OF LABOR - EMPLOYMENT AND TRAINING ADMINISTRATION
OFFICE OF ADMINISTRATION AND MANAGEMENT
9/12/78 ©

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
FT. WORTH CONSORTIUM	1,574,569	1,713,502	1,539,422	1,539,422	1,444,402	2,228,162	1,114,081	1,995,661	1,995,661
BAL. OF TARRANT COUNTY	299,630	326,068	283,440	283,440	232,813	410,586	205,293	393,565	393,565
GALVESTON COUNTY	594,740	647,217	647,217	640,572	647,217	771,071	580,040	591,894	647,217
HOUSTON CITY	3,759,033	4,090,712	3,136,852	3,136,852	2,744,868	4,395,488	2,197,744	4,032,432	4,032,432
BAL. OF HARRIS COUNTY	1,035,257	1,126,603	715,890	715,890	627,518	1,013,462	506,731	444,468	627,518
CEN. TEXAS MANPOWER CSRT	549,134	597,587	525,838	525,838	469,703	516,751	258,376	49,614	469,703
HIDALGO COUNTY CONSORTIUM	1,165,498	1,268,336	1,522,245	1,900,318	1,560,082	1,157,919	2,349,000	147,812	1,268,336
ALAMO CONSORTIUM	4,037,900	4,394,185	4,143,717	2,866,552	4,143,717	3,507,873	1,753,937	126,162	4,143,717
REGION XI CONSORTIUM	1,131,735	1,231,594	826,400	625,816	826,400	616,237	308,118	54,769	826,400
NORTH TEXAS STATE CSRT	714,991	778,078	477,325	477,325	399,932	413,807	206,903	26,805	399,932
WEBB COUNTY	910,287	990,606	990,606	840,850	1,045,205	452,575	1,045,205	31,573	990,606
GULF COAST CONSORTIUM	1,174,891	1,278,558	969,130	969,130	694,257	1,097,440	548,720	60,697	694,257
EAST TEXAS MANPOWER CSRT	1,488,980	1,620,361	1,261,150	1,261,150	1,249,298	1,390,767	695,384	68,043	1,249,298
BALANCE OF TEXAS	6,645,718	7,232,105	5,475,158	5,475,158	4,961,224	5,516,428	2,758,214	20,619	4,961,224
TEXAS	37,036,742	40,304,689	34,591,930	35,041,643	31,794,662	37,056,986	26,606,860	19,836,379	35,114,096
REGION VI	71,748,046	78,078,755	69,041,237	63,463,861	66,135,340	69,145,071	46,035,476	33,903,820	71,723,397

U.S. DEPARTMENT OF LABOR - EMPLOYMENT AND TRAINING ADMINISTRATION
OFFICE OF ADMINISTRATION AND MANAGEMENT
9/12/78

	78 $	OPTIONS							
		CURRENT	1	2	3	4	5	6	7
BALANCE OF IOWA	4,855,343	5,283,756	3,340,411	3,340,411	3,017,024	4,092,618	2,046,309	47,553	3,017,024
BLACKHAWK COUNTY	628,600	684,073	430,282	234,020	430,282	345,694	172,847	303,099	430,282
CEN. IOWA REGIONAL/CSRT	1,039,417	1,131,130	853,850	853,850	599,537	1,199,073	599,537	145,235	590,360
LINN COUNTY MANPOWER CSRT	307,763	334,919	257,558	257,558	191,992	383,985	191,992	294,981	294,981
SCOTT COUNTY	281,307	306,128	231,177	231,177	196,840	348,795	174,398	423,205	403,101
WOODBURY COUNTY	280,266	304,995	218,756	218,756	217,767	309,900	154,954	153,354	217,767
IOWA	7,392,704	8,045,001	5,332,034	5,135,772	4,653,442	6,680,073	3,340,037	1,367,427	4,961,523
BALANCE OF KANSAS	3,031,822	3,299,336	2,562,134	2,562,134	1,649,668	2,753,502	1,376,751	23,068	1,649,668
KANSAS CITY CONSORTIUM	878,124	955,606	860,045	435,571	860,045	647,967	323,984	1,505,445	1,258,316
JOHNSON/LEAVENWORTH CSRT	311,987	339,515	407,483	409,619	329,709	659,419	329,709	401,813	401,813
WICHITA CITY	792,067	861,955	615,436	611,109	615,436	906,581	453,291	91,626	615,436
TOPEKA CONSORTIUM	474,523	516,393	309,836	286,170	309,836	400,446	200,223	355,033	355,033
KANSAS	5,488,523	5,972,805	4,754,934	4,304,603	3,764,694	5,367,915	2,683,950	2,376,985	4,280,266
BALANCE OF MISSOURI	5,757,071	6,265,048	5,071,854	5,071,854	4,742,641	5,505,096	2,752,548	40,336	4,742,641
SPRINGFIELD CITY	848,127	922,962	646,073	310,731	646,073	404,383	202,191	2,756,631	1,215,331
BAL. OF JACKSON COUNTY	302,243	328,911	258,524	212,753	258,524	335,793	167,896	608,132	433,102
KANSAS CITY CONSORTIUM	2,493,354	2,713,356	2,400,007	1,744,650	2,400,007	2,671,671	1,335,836	345,239	2,400,007
JEFFERSON/FRANKLINCSRT	685,404	745,881	745,881	642,008	745,881	788,368	631,489	149,617	745,881
ST. LOUIS COUNTY	2,008,076	2,185,259	1,783,638	1,783,638	1,717,614	2,939,351	1,469,676	2,480,466	2,480,466
ST. LOUIS CITY	3,991,561	4,343,758	4,343,758	2,222,692	4,343,758	2,242,238	2,084,607	11,072,274	5,719,743
INDEPENDENCE CITY	541,632	589,423	412,596	215,423	412,596	325,892	162,946	3,005,477	776,136
ST. CHARLES COUNTY	292,160	317,939	299,816	244,617	299,816	413,807	206,903	271,269	299,816
MISSOURI	16,919,628	18,412,537	16,042,147	12,448,446	15,646,910	15,626,599	9,014,092	20,729,441	18,893,123
BALANCE OF NEBRASKA	2,320,349	2,525,086	1,598,537	1,598,537	811,808	1,623,615	811,808	15,335	15,335
LINCOLN CITY	545,434	593,561	235,914	235,914	167,479	334,958	167,479	4,263,751	781,585
OMAHA CONSORTIUM	1,602,345	1,743,728	1,245,022	883,573	1,245,022	1,381,582	690,791	1,093,322	1,245,022
NEBRASKA	4,468,128	4,862,375	3,079,473	2,718,024	2,224,309	3,340,155	1,670,078	5,372,408	2,041,942
REGION VII	34,268,983	37,292,718	29,208,588	24,606,845	26,289,355	31,014,742	16,708,165	29,846,261	30,176,854

U.S. DEPARTMENT OF LABOR - EMPLOYMENT AND TRAINING ADMINISTRATION
OFFICE OF ADMINISTRATION AND MANAGEMENT
9/12/78

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
ADAMS COUNTY	679,235	739,167	665,251	500,881	665,251	835,009	417,505	224,489	665,251
ARAPAHOE COUNTY	205,154	223,256	267,950	385,227	274,610	637,700	318,854	350,394	293,977
BOULDER COUNTY	407,891	443,881	355,105	346,601	355,105	566,613	283,307	284,413	355,105
COLORADO SPRINGS CNST	618,197	672,744	678,439	678,439	672,744	926,621	535,121	167,787	672,744
DENVER CITY/COUNTY	1,930,288	2,100,600	2,100,600	1,501,410	2,100,600	2,236,035	1,175,560	6,572,693	2,766,024
JEFFERSON COUNTY	382,301	416,033	499,319	519,998	436,173	872,346	436,173	516,764	516,764
LARIMER COUNTY	277,200	301,659	246,537	246,537	198,190	349,869	174,934	58,120	198,190
PUEBLO COUNTY	364,256	396,396	475,751	690,629	487,576	555,042	803,017	67,398	396,396
WELD COUNTY	289,301	314,828	243,996	243,996	211,249	322,075	161,037	34,537	211,249
BALANCE OF COLORADO	1,443,198	1,570,539	1,503,006	1,498,955	1,503,006	2,003,187	1,001,593	7,990	1,503,006
COLORADO	6,597,021	7,179,111	7,035,962	6,612,673	6,904,512	9,304,505	5,307,101	8,284,585	7,578,706
BALANCE OF MONTANA	2,206,575	2,400,332	2,274,335	1,001,100	2,274,335	2,624,314	1,312,157	6,701	2,274,335
MONTANA	2,206,575	2,400,332	2,274,335	1,001,100	2,274,335	2,624,314	1,312,157	6,701	2,274,335
N. DAKOTA STATEWIDE CSRT	1,836,712	1,998,775	1,371,160	1,293,222	1,371,160	1,670,018	835,009	11,985	1,371,160
NORTH DAKOTA	1,836,712	1,998,775	1,371,160	1,293,222	1,371,160	1,670,018	835,009	11,985	1,371,160
S. DAKOTA STATEWIDE CSRT	1,739,846	1,893,362	1,225,505	1,225,505	596,435	1,192,870	596,435	11,598	11,598
SOUTH DAKOTA	1,739,846	1,893,362	1,225,505	1,225,505	596,435	1,192,870	596,435	11,598	11,598
UTAH STATEWIDE CONSORTIUM	3,558,112	3,872,063	2,931,152	2,459,676	2,931,152	3,340,036	1,670,018	19,330	2,931,152
UTAH	3,558,112	3,872,063	2,931,152	2,459,676	2,931,152	3,340,036	1,670,018	19,330	2,931,152
WYOMING STATEWIDE CSRT	1,120,875	1,220,402	658,281	658,281	631,440	835,009	417,505	5,155	631,440
WYOMING	1,120,875	1,228,402	658,281	658,281	631,440	835,009	417,505	5,155	631,440
REGION VIII	17,147,141	18,660,125	15,496,475	14,130,617	14,709,034	18,966,752	10,138,225	8,339,354	14,798,391

	78 $	OPTIONS							
		CURRENT	1	2	3	4	5	6	7
BALANCE OF ARIZONA	1,929,994	2,100,288	2,520,745	4,104,957	2,583,401	2,721,295	4,980,147	8,248	2,100,288
PHOENIX CITY	2,773,864	3,018,617	3,018,617	2,505,908	3,018,617	3,215,143	2,266,700	3,456,904	3,456,904
MARICOPA COUNTY	1,921,936	2,091,519	2,091,519	1,734,818	2,091,519	1,915,749	1,605,590	80,543	2,091,519
TUCSON/PIMA CONSORTIUM	1,444,610	1,572,076	1,602,443	1,602,443	1,572,076	1,690,774	1,473,604	61,857	1,572,076
ARIZONA	8,070,404	8,782,500	9,233,324	9,948,126	9,265,613	9,542,961	10,326,041	3,607,552	9,220,787
BAL. OF ALAMEDA COUNTY	2,234,304	2,431,536	2,397,494	1,405,337	2,397,494	2,223,152	1,111,576	1,250,671	2,397,494
BERKELEY CITY	912,004	992,562	1,145,530	1,145,530	1,220,874	798,627	1,499,763	13,429,669	1,306,979
BAL. OF CONTRA COSTA CNTY	1,417,465	1,542,535	1,497,802	1,102,095	1,497,802	1,744,011	872,406	942,804	1,497,802
MARIN COUNTY	661,979	720,389	627,459	430,720	627,459	686,020	343,010	546,275	627,459
OAKLAND CITY	2,370,994	2,580,199	2,870,164	2,870,164	3,173,703	2,065,693	3,571,870	7,994,501	3,397,537
RICHMOND CITY	592,305	644,654	644,654	525,607	644,654	411,890	636,000	2,790,642	840,061
SAN FRANCISCO CITY/COUNTY	3,699,340	4,025,761	4,025,761	3,844,004	4,244,094	3,792,492	4,244,094	10,904,143	5,301,014
SAN MATEO COUNTY	1,647,853	1,793,252	1,357,492	1,129,247	1,357,492	1,785,249	892,625	1,674,907	1,674,907
SONOMA COUNTY	1,017,525	1,107,307	1,328,979	1,746,154	1,362,012	1,310,249	2,144,583	190,071	1,107,307
SANTA BARBARA COUNTY	884,246	962,268	962,268	897,606	962,268	1,148,734	701,236	131,704	962,268
GLENDALE CITY	301,118	327,687	330,105	330,105	271,653	481,323	240,662	5,021,517	431,490
LONG BEACH CITY	1,369,231	1,490,045	1,584,515	1,584,515	1,621,932	1,590,812	1,621,932	8,898,902	1,962,052
BAL. OF LOS ANGELESCNTY	11,429,368	12,437,842	12,437,842	10,862,270	12,437,842	14,129,188	9,709,193	1,310,724	12,437,842
LOS ANGELES CITY	12,915,174	14,054,748	16,868,377	17,208,921	17,287,655	14,749,839	20,230,778	7,581,477	14,054,748
ORANGE CNTY MANPOWER CSRT	4,274,915	4,652,113	3,903,210	3,903,210	3,921,732	6,493,627	3,246,813	2,800,962	3,921,732
PASADENA CITY	881,939	959,757	863,701	296,281	863,701	419,413	209,707	6,170,800	1,263,782
TORRANCE CITY	263,918	287,205	297,901	297,901	249,429	498,850	249,429	8,706,658	378,184
VENTURA COUNTY	1,117,937	1,216,578	1,460,126	1,744,020	1,496,419	1,066,007	1,806,504	302,042	1,216,578
BALANCE OF CALIFORNIA	4,234,067	4,607,661	5,530,072	9,731,012	5,667,526	6,004,950	12,721,581	27,320	4,607,661
HUMBOLDT COUNTY	833,102	906,611	1,088,106	1,464,618	1,115,152	817,951	2,015,423	38,016	906,611
SANTA CLARA VALLEY	3,238,758	3,524,531	3,475,187	2,757,795	3,475,187	4,544,954	2,272,477	1,079,791	3,475,187
SOLANO COUNTY	800,473	871,103	1,045,490	1,058,500	1,071,476	833,220	1,249,794	293,048	871,103
SUNNYVALE CITY	259,826	282,752	260,040	260,040	254,477	440,169	220,085	6,199,102	372,320
BUTTE COUNTY	338,168	368,006	441,678	1,364,120	452,656	810,675	1,787,795	94,074	368,006
SACRAMENTO/YOLO CSRT	2,670,348	2,905,967	3,487,714	4,208,582	3,574,404	3,938,976	4,923,677	405,550	2,905,967
STOCKTON/SAN JOAQUIN CSRT	1,553,128	1,690,169	2,028,525	3,014,473	2,078,945	2,016,428	3,915,322	273,459	1,690,169
STANISLAUS COUNTY	1,129,219	1,228,856	1,474,861	3,919,938	1,511,520	2,157,783	5,445,499	190,726	1,228,856
MONTEREY COUNTY	928,749	1,010,697	1,213,030	1,226,563	1,243,180	1,186,906	1,314,000	103,[illegible]	1,010,697
SANTA CRUZ COUNTY	627,040	682,367	818,971	1,292,045	839,327	941,532	1,613,541	457,226	682,367
FRESNO CITY/COUNTY	1,933,930	2,104,571	2,525,886	3,295,619	2,588,669	2,683,242	3,830,711	96,265	2,104,571
IMPERIAL COUNTY	593,169	645,507	774,732	2,329,964	793,989	1,069,050	3,306,468	25,645	645,507
KERN COUNTY	1,242,720	1,352,372	1,623,104	2,079,369	1,663,448	1,740,875	2,298,549	55,285	1,352,372
MERCED COUNTY	622,011	676,894	812,402	1,372,740	832,595	826,778	1,795,047	77,837	676,894
INLAND MANPOWER ASSN	3,840,371	4,179,227	5,015,869	5,730,100	5,140,543	5,119,679	5,972,946	57,862	4,179,227
SAN LUIS OBISPO COUNTY	706,814	769,180	746,874	327,081	746,874	429,075	214,538	52,321	746,874
TULARE COUNTY	855,962	931,488	950,905	950,905	931,488	974,217	846,158	56,445	931,488
SAN DIEGO RETC	5,445,339	5,925,810	7,112,102	7,617,309	7,288,879	6,722,539	8,714,667	479,263	5,925,810

	78 $	CURRENT	OPTIONS						
			1	2	3	4	5	6	7
CALIFORNIA	79,845,057	86,890,207	95,109,016	105,564,556	96,908,630	99,534,991	118,032,947	99,608,452	89,469,725
HAWAII BAL. OF STATE	1,152,423	1,254,107	1,254,107	766,686	1,254,107	811,629	808,140	40,207	1,254,107
HONOLULU CITY/COUNTY	2,071,801	2,254,607	2,254,607	1,955,822	2,254,607	2,766,981	1,765,842	1,525,162	2,254,607
HAWAII	3,224,224	3,508,714	3,508,714	2,722,508	3,508,714	3,578,610	2,573,982	1,565,369	3,508,714
BALANCE OF NEVADA	569,123	619,340	619,340	393,899	619,340	494,087	342,631	1,804	619,340
LAS VEGAS CONSORTIUM	1,296,148	1,410,514	1,603,432	1,603,432	1,734,964	1,679,203	1,736,511	54,125	1,410,514
WASHOE COUNTY	626,255	681,513	515,905	380,277	515,905	570,311	285,156	29,253	515,905
NEVADA	2,491,526	2,711,367	2,738,677	2,377,608	2,870,209	2,743,601	2,364,298	85,182	2,545,759
REGION IX	93,631,211	101,092,708	110,589,731	120,612,798	112,553,166	115,400,163	133,297,268	104,866,555	104,744,985

	78 $	CURRENT	OPTIONS 1	2	3	4	5	6	7
MUNICIPALITY OF ANCHORAGE	434,079	472,380	438,841	365,067	438,841	654,886	327,443	12,888,292	622,017
BALANCE OF ALASKA	1,577,537	1,716,731	1,942,361	1,942,361	2,111,618	1,253,706	2,646,088	515	1,716,731
ALASKA	2,011,616	2,189,111	2,381,202	2,307,428	2,550,459	1,908,592	2,973,531	12,888,807	2,338,748
IDAHO STATEWIDE CSRT	2,677,907	2,914,193	2,456,665	2,051,933	2,456,665	2,743,601	1,371,801	13,016	2,456,665
IDAHO	2,677,907	2,914,193	2,456,665	2,051,933	2,456,665	2,743,601	1,371,801	13,016	2,456,665
PORTLAND CITY	1,697,128	1,846,875	1,846,875	1,331,223	1,846,875	1,837,616	1,165,625	5,159,518	2,431,915
BAL. OF CLACKAMAS COUNTY	628,390	683,836	644,858	430,734	644,858	672,182	336,091	140,854	644,858
LANE COUNTY	1,034,480	1,125,758	1,125,758	1,104,451	1,196,569	1,142,412	1,196,569	67,398	1,125,758
MULTNOMAH/WASHINGTON CSRT	1,147,967	1,249,258	1,088,104	821,916	1,088,104	1,301,660	650,830	448,463	1,088,104
MID WILLAMETTE VALLEY CSR	1,028,615	1,119,375	1,103,704	717,641	1,103,704	1,054,020	527,010	124,101	1,103,704
JACKSON COUNTY CONSORTIUM	697,251	758,773	910,672	913,448	933,308	771,310	1,046,210	46,264	758,773
BALANCE OF OREGON	2,897,447	3,153,104	3,153,104	3,004,545	3,153,104	3,121,622	3,024,590	11,856	3,153,104
OREGON	9,131,278	9,936,979	9,873,075	8,323,958	9,966,522	9,900,822	7,946,925	5,998,454	10,306,216
SPOKANE CONSORTIUM	987,487	1,074,618	1,246,238	1,246,238	1,299,313	1,263,249	1,299,313	224,618	1,074,618
CLARK COUNTY	377,873	411,215	411,215	353,917	411,215	526,175	281,634	317,790	411,215
KING/SNOHOMISH CONSORTIUM	5,711,104	6,215,025	6,696,857	6,696,857	7,644,620	6,931,052	7,801,697	429,004	6,215,025
KITSAP COUNTY	490,099	533,343	533,343	308,905	533,343	426,212	269,223	382,740	533,343
TACOMA CITY	950,209	1,034,051	1,222,604	1,222,604	1,271,906	851,590	1,565,241	4,095,320	1,361,611
BAL. OF PIERCE COUNTY	764,470	831,923	998,466	1,170,140	1,023,284	963,123	1,372,289	209,283	831,923
YAKIMA COUNTY	1,121,530	1,220,489	1,416,509	1,416,509	1,501,228	944,634	1,792,952	46,908	1,220,489
BALANCE OF WASHINGTON	3,623,721	3,943,461	4,732,905	6,632,492	4,850,546	5,271,412	8,059,962	25,387	3,943,461
WASHINGTON	14,026,493	15,264,125	17,258,137	19,047,662	18,535,455	17,177,447	22,442,311	5,731,050	15,591,685
REGION X	27,847,294	30,304,408	31,969,079	31,730,981	33,509,101	31,730,462	34,734,568	24,631,327	30,693,314
NATIONAL TOTAL	769,685,715	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150

ALTERNATIVE FORMULAS FOP ALLOCATING FUNDS FOR SUMMER JOI 'ROGRAM

OPTIONS 8-13

U.S. DEPARTMENT OF LABOR - EMPLOYMENT AND TRAINING ADMINISTRATION PAGE 1
OFFICE OF ADMINISTRATION AND MANAGEMENT DFM
9/12/78 *

		ALTERNATIVE FY 1979 OPTIONS FUNDING						
	78 $	CURRENT	8	9	10	11	12	13
BRIDGEPORT CONSORTIUM	1,741,351	1,895,000	1,801,700	1,693,272	1,902,244	1,895,000	1,895,000	1,902,244
HARTFORD CONSORTIUM	2,092,025	2,276,615	538,478	1,177,254	1,152,180	2,178,721	2,178,721	2,178,721
NEW HAVEN CONSORTIUM	1,842,634	2,005,219	1,829,735	1,841,706	1,708,247	2,005,219	2,005,219	2,005,219
STAMFORD CONSORTIUM	624,373	679,465	1,203,698	1,016,268	1,364,050	836,739	831,745	868,540
WATERBURY CITY	569,901	620,186	3,026,460	2,208,062	2,905,816	763,739	759,181	792,766
BALANCE OF CONNECTICUT	4,390,346	4,777,729	266,952	2,056,261	1,675,672	4,710,841	4,710,841	4,710,841
CONNECTICUT	11,260,630	12,254,214	8,667,023	9,992,823	10,868,209	12,390,259	12,380,707	12,538,331
PENOBSCOT/HANCOCK CSRT	624,729	679,852	461,084	562,823	433,425	679,852	679,852	679,852
CUMBERLAND COUNTY	668,871	727,889	274,223	457,334	417,100	727,889	727,889	727,889
BALANCE OF MAINE	2,558,037	2,783,746	2,291,825	2,411,561	1,816,564	2,783,746	2,783,746	2,783,746
KENNEBECK CO	330,397	359,550	168,583	249,529	224,358	359,550	359,550	359,550
MAINE	4,182,034	4,551,037	3,195,715	3,681,247	2,891,447	4,551,037	4,551,037	4,551,037
BOSTON CITY	3,981,669	4,332,993	13,822,644	10,376,395	12,834,885	5,335,939	5,304,091	5,538,741
EMHDA CONSORTIUM	1,367,747	1,488,431	7,647,388	5,605,547	7,576,784	1,832,954	1,822,014	1,902,618
NEW BEDFORD CONSORTIUM	895,205	974,194	2,131,575	1,794,816	1,606,298	1,199,688	1,192,527	1,245,284
HAMPDEN COUNTY CONSORTIUM	1,929,207	2,099,431	2,271,570	2,166,601	2,503,932	2,271,570	2,166,601	2,503,932
WORCESTER CONSORTIUM	1,074,527	1,169,338	592,410	785,048	804,991	1,068,775	1,068,775	1,068,775
LOWELL CONSORTIUM	920,873	1,002,126	1,594,113	1,426,010	1,493,486	1,234,086	1,226,720	1,280,990
BROCKTON CONSORTIUM	799,394	869,929	1,790,113	1,539,739	1,565,025	1,071,289	1,064,895	1,112,005
FALL RIVER CSRT	948,123	1,031,781	1,557,266	1,287,487	1,402,319	1,270,605	1,263,021	1,318,896
BALANCE OF MASSACHUSETTS	12,006,173	13,065,541	6,256,753	9,085,038	6,986,302	13,065,541	13,065,541	13,065,541
MASSACHUSETTS	23,922,918	26,033,764	37,663,832	34,066,681	36,854,022	28,350,447	28,174,185	29,036,782
ROCKINGHAM/STRAFFORD CSRT	611,221	665,152	144,784	362,811	344,500	532,122	532,122	532,122
HILLSBOROUGH COUNTY	647,156	704,258	175,713	421,801	404,207	654,256	654,256	654,256
BALANCE OF NEW HAMPSHIRE	969,963	1,055,548	30,993	404,011	318,504	844,438	844,438	844,438
NEW HAMPSHIRE	2,228,340	2,424,958	351,490	1,188,623	1,067,211	2,030,816	2,030,816	2,030,816
PROVIDENCE CITY	1,251,873	1,362,332	7,067,456	5,047,828	6,771,277	1,677,668	1,667,655	1,741,430
BALANCE OF RHODE ISLAND	3,235,814	3,521,327	2,801,893	3,042,707	2,519,278	3,521,327	3,521,327	3,521,327
RHODE ISLAND	4,487,687	4,883,659	9,869,349	8,090,535	9,290,555	5,198,995	5,188,982	5,262,757
VERMONT STATEWIDE CSRT	1,877,512	2,043,175	85,431	693,151	536,423	2,043,175	2,043,175	2,043,175
VERMONT	1,877,512	2,043,175	85,431	693,151	536,423	2,043,175	2,043,175	2,043,175
REGION I	47,959,121	52,190,807	59,832,840	57,713,060	61,507,867	54,564,729	54,368,902	55,462,890

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
ATLANTIC COUNTY	858,784	934,559	2,237,962	1,892,540	1,525,915	1,150,879	1,144,010	1,194,620
BERGEN COUNTY	1,387,920	1,510,384	4,527,093	4,494,119	4,501,956	1,859,988	1,848,887	1,930,680
BURLINGTON COUNTY	908,500	988,670	1,222,625	1,219,228	1,050,410	1,217,515	1,210,249	1,050,410
BAL. OF CAMDEN COUNTY	1,261,592	1,372,909	1,602,779	1,520,577	1,729,009	1,602,779	1,520,577	1,729,009
CAMDEN CITY	674,505	734,020	7,698,309	5,361,277	7,214,551	903,922	898,527	938,277
CUMBERLAND COUNTY	491,932	535,338	1,633,683	1,373,423	1,115,733	659,251	655,316	684,307
ELIZABETH CITY	510,523	555,569	6,602,099	4,624,108	6,367,757	684,165	680,082	710,168
BAL. OF ESSEX COUNTY	1,451,076	1,579,112	4,698,891	3,975,277	4,631,590	1,944,625	1,933,018	2,018,534
GLOUCESTER COUNTY	502,115	546,419	1,001,866	915,590	872,328	672,898	668,881	698,472
HUDSON CO CNST	3,212,274	3,495,710	15,488,380	11,679,176	12,718,101	4,304,853	4,279,159	4,468,466
BAL. OF MERCER COUNTY	503,267	547,673	625,900	635,854	709,880	625,900	635,854	700,075
MIDDLESEX COUNTY	1,936,633	2,107,512	3,389,421	3,272,003	3,066,096	2,595,333	2,579,842	2,693,973
MONMOUTH COUNTY	1,421,870	1,547,329	2,915,465	2,739,725	2,387,823	1,905,485	1,894,112	1,977,907
MORRIS COUNTY	731,942	796,525	541,957	820,997	886,727	796,525	820,997	886,727
NEWARK CITY	4,998,719	5,439,782	16,284,210	11,896,998	13,578,036	6,698,915	6,658,932	6,953,518
OCEAN COUNTY	676,151	735,811	1,431,622	1,393,550	1,192,202	906,128	900,719	940,567
BAL. OF PASSAIC COUNTY	1,105,172	1,202,687	2,001,199	2,417,578	2,361,101	1,481,070	1,472,230	1,537,361
PATERSON CITY	937,154	1,019,844	13,171,100	9,182,850	12,169,886	1,255,905	1,248,409	1,303,637
SOMERSET COUNTY	303,431	330,204	424,171	484,495	575,457	406,636	404,209	422,091
TRENTON CITY	534,604	581,775	9,346,227	6,429,471	9,176,352	716,437	712,161	743,666
BAL. OF UNION COUNTY	913,274	993,857	3,417,421	2,878,294	3,632,979	1,223,903	1,216,598	1,270,419
BALANCE OF NEW JERSEY	1,303,123	1,418,104	2,993,085	2,723,478	2,109,137	1,746,349	1,735,926	1,812,722
NEW JERSEY	26,624,569	28,973,793	104,055,545	81,930,608	93,733,026	35,359,541	35,118,695	36,665,606
ALBANY CITY	493,350	536,801	3,712,536	2,649,223	3,695,523	661,151	657,205	686,279
BAL. OF ALBANY COUNTY	302,345	329,022	226,165	332,490	362,450	286,579	332,490	362,450
BROOME COUNTY	677,024	736,761	438,101	578,555	532,887	736,761	736,761	736,761
BUFFALO CITY	2,509,549	2,730,900	10,966,702	8,238,472	9,355,017	3,363,113	3,343,040	3,490,933
CHAUTAUQUA CONSORTIUM	974,467	1,060,449	1,220,751	1,247,403	961,938	1,220,751	1,247,403	1,060,449
CHEMUNG COUNTY	388,167	422,417	747,941	660,579	573,368	520,193	517,088	539,964
DUTCHESS COUNTY	493,777	537,346	185,893	352,244	357,130	452,982	452,982	452,982
ERIE CONSORTIUM	1,146,665	1,247,841	1,236,876	1,643,211	1,448,521	1,247,841	1,527,504	1,448,521
ROCHESTER CITY	1,096,493	1,193,242	5,841,599	4,376,876	5,634,447	1,469,439	1,460,669	1,525,288
BALANCE OF MONROE COUNTY	437,765	476,391	445,806	652,733	712,492	445,886	583,159	608,957
NASSAU CONSORTIUM	2,342,820	2,549,539	8,740,843	8,060,122	7,609,462	3,139,675	3,120,935	3,259,003
NIAGARA COUNTY	863,238	939,406	1,128,492	1,104,424	972,168	1,128,492	1,104,424	972,168
ONEIDA COUNTY	977,233	1,063,459	1,191,200	1,184,123	950,197	1,191,200	1,184,123	1,063,459
BAL. OF ONONDAGA COUNTY	545,068	593,162	243,433	483,688	484,482	575,961	575,961	575,961
ORANGE COUNTY	405,710	441,508	1,559,048	1,435,677	1,170,284	543,703	540,458	564,367
OSWEGO COUNTY	390,057	424,474	625,865	600,627	487,101	522,726	519,606	487,101
RENSSELAER COUNTY	425,253	462,775	531,888	577,738	507,597	531,888	566,491	507,597
ROCKLAND COUNTY	354,528	385,810	1,279,825	1,197,519	1,357,814	475,112	472,277	493,170
ST. LAWRENCE COUNTY	402,614	438,139	948,419	831,051	636,916	539,554	536,333	560,060

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	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
SARATOGA COUNTY	393,930	420,689	161,912	293,353	276,717	420,689	420,689	420,689
SCHENECTADY COUNTY	347,867	378,561	489,766	484,804	608,486	466,186	463,403	483,904
STEUBEN COUNTY	346,872	377,478	352,872	380,182	308,204	377,478	380,182	377,478
SUFFOLK CONSORTIUM	2,548,365	2,773,221	5,788,687	5,883,823	4,847,606	3,415,131	3,394,740	3,544,929
SYRACUSE CITY	821,772	894,201	5,317,922	3,859,284	5,173,926	1,101,278	1,094,705	1,143,134
ULSTER COUNTY	305,026	331,940	1,052,248	958,323	762,171	408,773	406,334	424,309
WESTCHESTER CONSORTIUM	1,971,967	2,145,964	815,843	1,525,707	1,515,583	2,145,964	2,145,964	2,145,964
YONKERS CITY	628,764	684,243	7,581,412	5,381,200	7,559,816	842,623	837,594	874,640
BALANCE OF NEW YORK	5,877,910	6,396,549	10,008,906	9,561,457	7,191,422	7,877,142	7,830,126	7,191,422
NEW YORK CITY	38,342,773	41,725,959	60,055,750	52,207,745	47,201,085	51,384,159	51,077,469	47,201,083
NEW YORK	66,811,369	72,706,407	132,896,781	116,742,633	113,262,810	87,500,430	87,538,123	83,211,030
BAYAMON MUNICIPIO	886,528	964,751	4,343,931	3,156,000	3,870,802	1,188,059	1,180,968	1,233,214
CAGUAS MUNICIPIO	773,727	841,997	2,889,880	2,166,194	2,220,471	1,036,892	1,030,703	1,076,301
CAROLINA MUNICIPIO	727,396	791,578	2,486,850	1,792,575	2,434,725	974,883	968,984	1,011,851
MAYAGUEZ MUNICIPIO	610,261	664,108	2,119,031	1,614,044	1,627,326	817,827	812,946	848,910
PONCE MUNICIPIO	1,137,341	1,237,695	3,546,169	2,712,391	2,556,888	1,524,101	1,515,083	1,582,110
SAN JUAN CONSORTIUM	3,007,258	3,272,604	13,914,506	10,271,310	11,971,197	4,030,106	4,006,052	4,183,276
BALANCE OF PUERTO RICO	11,593,257	12,616,191	45,452,811	35,545,254	26,842,771	15,536,429	15,443,690	16,126,916
PUERTO RICO	18,735,768	20,388,924	74,753,178	57,257,768	51,524,180	25,108,297	24,958,434	26,062,578
REGION II	112,171,706	122,069,204	311,705,504	255,931,009	258,520,016	147,968,268	147,615,252	145,939,214

	78 $	OPTIONS CURRENT	8	9	10	11	12	13
DELAWARE MANPOWER CSRT	1,200,275	1,306,182	1,077,659	1,433,724	1,158,059	1,306,182	1,433,724	1,306,182
WILMINGTON CITY	689,199	750,011	4,871,134	3,446,672	4,501,733	923,614	918,101	958,717
DELAWARE	1,889,474	2,056,193	5,948,793	4,880,396	5,659,792	2,229,796	2,351,825	2,264,899
DISTRICT OF COLUMBIA	8,971,113	9,762,682	11,714,314	9,081,937	10,519,071	11,714,314	9,762,682	10,519,071
DIST OF COLUMBIA	8,971,113	9,762,682	11,714,314	9,081,937	10,519,071	11,714,314	9,762,682	10,519,071
BALANCE OF MARYLAND	1,655,271	1,801,324	1,990,299	1,973,243	1,511,118	1,990,299	1,973,243	1,801,324
BALTIMORE CONSORTIUM	6,824,913	7,427,111	614,253	2,969,242	2,534,058	7,107,745	7,107,745	7,107,745
MONTGOMERY COUNTY	1,127,855	1,227,372	744,024	897,576	1,045,194	744,024	897,576	1,045,194
PRINCE GEORGES COUNTY	1,361,435	1,481,562	900,535	1,185,897	1,339,690	900,535	1,185,897	1,339,690
WESTERN MARYLAND CSRT	803,646	874,556	1,687,120	1,623,525	1,262,973	1,076,987	1,070,559	1,117,920
MARYLAND	11,773,120	12,811,925	5,936,231	8,649,483	7,693,033	11,819,590	12,235,020	12,411,873
LEHIGH VALLEY CONSORTIUM	776,303	844,800	434,739	911,470	900,972	784,820	911,470	900,972
LANCASTER CONSORTIUM	638,769	695,131	278,163	628,633	610,556	526,214	628,633	610,556
BUCKS COUNTY	786,546	855,947	1,110,564	1,365,320	1,265,877	1,054,071	1,047,700	1,094,133
CHESTER COUNTY	641,824	698,456	247,879	474,325	479,684	608,355	608,355	608,355
DELAWARE COUNTY	1,041,363	1,133,248	3,959,931	3,521,247	3,676,911	1,395,558	1,387,228	1,440,598
MONTGOMERY COUNTY	942,376	1,025,527	1,669,149	1,957,119	1,879,639	1,[illegible]2,903	1,255,365	1,310,902
PHILADELPHIA CITY/COUNTY	6,671,650	7,260,325	19,367,594	16,042,417	16,566,704	8,940,854	8,807,490	9,200,666
BERKS COUNTY	1,306,071	1,421,313	227,969	509,960	496,454	1,259,283	1,259,283	1,259,283
BAL. OF LACKAWANNA COUNTY	556,377	605,469	868,218	788,439	695,874	745,615	741,165	695,874
SCRANTON CITY	457,933	498,339	2,883,244	2,085,785	2,771,033	613,688	610,025	637,012
LUZERNE COUNTY	1,396,441	1,519,656	2,318,149	2,128,468	1,722,030	1,871,407	1,860,238	1,722,030
SCHUYLKILL CONSORTIUM	895,282	974,277	957,904	967,159	782,973	974,277	974,277	974,277
ERIE CITY	534,694	581,873	4,558,888	3,219,581	4,606,389	716,557	712,281	743,791
BAL OF ERIE COUNTY	438,580	477,278	287,408	373,836	339,431	477,278	477,278	477,278
BAL OF ALLEGHENY COUNTY	2,596,587	2,825,698	1,014,261	1,593,054	1,701,921	2,220,998	2,220,998	2,220,998
PITTSBURGH CITY	3,722,087	4,050,506	6,538,154	5,037,433	6,459,833	4,988,067	4,958,295	5,177,646
BEAVER COUNTY	743,838	809,471	306,514	408,363	459,530	682,384	682,384	682,384
WASHINGTON COUNTY	613,183	667,287	161,344	356,833	348,296	657,945	657,945	657,945
WESTMORELAND COUNTY	857,014	932,633	731,991	979,536	854,307	932,633	979,536	932,633
TRI-COUNTY CONSORTIUM	827,272	900,267	105,374	419,044	356,745	900,267	900,267	900,267
FAYETTE COUNTY	701,799	763,722	712,683	685,863	577,317	763,722	763,722	763,722
LAWRENCE COUNTY	407,800	443,782	399,758	398,119	392,188	443,782	443,782	443,782
MERCER COUNTY CONSORTIUM	1,182,870	1,287,241	489,924	789,529	620,014	1,287,241	1,287,241	1,287,241
SOUTHERN ALLEGANY CSRT	1,615,805	1,758,376	2,326,307	2,301,465	1,760,507	2,165,383	2,152,459	1,760,507
SUSQUEHANNA CONSORTIUM	1,046,541	1,138,883	169,269	570,391	512,428	895,162	895,162	895,162
YORK COUNTY	384,783	418,734	202,517	445,237	435,187	364,718	445,237	435,187
LYCOMING CONSORTIUM	590,092	642,159	726,584	723,639	565,281	726,584	723,639	642,159

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	78 $	CURRENT	8	9	10	11	12	13
		OPTIONS						
FRANKLIN COUNTY	299,778	326,229	90,079	184,946	183,749	307,634	307,634	307,634
BALANCE OF PENNSYLVANIA	2,903,504	3,159,696	2,002,727	2,453,745	1,856,546	3,159,696	3,159,696	3,159,696
CENTRE COUNTY	561,715	611,278	63,661	146,101	141,406	488,465	488,465	488,465
NORTHUMBERLAND COUNTY	478,607	520,837	716,918	644,947	555,168	641,394	637,566	555,168
PENNSYLVANIA	36,617,484	39,848,438	55,927,864	53,112,004	54,574,942	42,848,955	43,056,896	43,066,323
PENINSULA CONSORTIUM	939,004	1,021,057	518,632	710,495	792,187	875,732	875,732	875,732
SWVA CONSORTIUM	2,252,057	2,450,768	324,169	966,985	887,323	2,031,687	2,031,687	2,031,687
HAMPS CONSORTIUM	1,525,527	1,660,132	170,429	426,628	405,186	1,185,334	1,185,334	1,185,334
CHESTERFIELD/HENRICO CSRT	323,863	352,439	180,610	296,315	312,541	180,610	296,315	312,541
ROANOKE CONSORTIUM	679,834	739,819	94,139	320,459	207,413	570,401	570,401	570,401
ARLINGTON COUNTY	483,806	526,495	3,854,142	2,788,725	4,012,615	648,361	644,491	673,003
FAIRFAX COUNTY	630,000	685,675	867,207	1,011,402	1,192,195	844,387	839,347	876,479
PRINCE WILLIAM COUNTY	260,548	283,538	270,431	269,435	337,291	270,431	269,435	337,291
ALEXANDRIA CITY	270,232	294,076	4,519,878	3,127,529	4,605,586	362,145	359,984	375,909
BALANCE OF VIRGINIA	6,843,004	7,446,790	41,109	2,367,022	1,795,821	6,381,906	6,381,906	6,381,906
VIRGINIA	14,207,955	15,461,597	10,840,826	12,276,995	14,628,158	13,350,994	13,454,632	13,620,283
WEST VIRGINIA STATEWIDE	7,428,882	8,084,372	281,802	2,136,223	1,626,555	8,084,372	8,084,372	8,084,372
WEST VIRGINIA	7,428,882	8,084,372	281,802	2,136,223	1,626,555	8,084,372	8,084,372	8,084,372
REGION III	80,888,028	88,025,207	90,649,830	90,137,038	94,701,551	90,048,021	88,945,427	89,966,821

		OPTIONS						
	78 $	CURRENT	8	9	10	11	12	13
BALANCE OF ALABAMA	7,655,170	8,330,626	2,810,973	4,320,559	3,256,077	8,330,626	8,330,626	8,330,626
BIRMINGHAM CONSORTIUM	2,571,432	2,798,323	372,560	1,084,018	999,293	2,717,172	2,717,172	2,717,172
HUNTSVILLE CONSORTIUM	731,581	796,132	396,298	520,069	463,604	796,132	796,132	796,132
MOBILE CONSORTIUM	1,256,440	1,367,302	1,050,903	1,305,321	1,016,556	1,367,302	1,367,302	1,367,302
MONTGOMERY CONSORTIUM	1,024,347	1,114,731	80,156	298,612	264,037	924,112	924,112	924,112
TUSCALOOSA COUNTY	413,623	450,119	59,022	184,401	167,812	450,119	450,119	450,119
ALABAMA	13,652,593	14,857,233	4,769,992	7,712,980	6,167,379	14,585,463	14,585,463	14,585,463
BALANCE OF FLORIDA	4,227,007	4,599,978	3,115,360	3,605,609	2,717,738	4,599,978	4,599,978	4,599,978
ALACHUA COUNTY	717,277	780,566	85,762	194,752	188,945	613,525	613,525	613,525
BREVARD COUNTY	956,829	1,041,255	1,152,674	1,111,877	907,814	1,152,674	1,111,877	1,041,255
BROWARD CONSORTIUM	2,726,931	2,967,543	4,129,657	4,042,995	3,256,413	3,654,432	3,632,620	3,256,413
MIAMI/DADE CONSORTIUM	6,309,513	6,866,235	6,603,301	6,878,670	5,315,294	6,866,235	6,878,670	6,866,235
ESCAMBIA COUNTY	1,197,537	1,303,202	216,177	340,504	363,467	1,060,806	1,060,806	1,060,806
HEARTLAND MANPOWER CSRT	1,422,862	1,548,409	2,138,702	2,015,993	1,536,061	1,906,815	1,895,434	1,548,409
LEE COUNTY	326,408	355,209	126,549	260,195	258,421	355,209	355,209	355,209
LEON/GADSDEN CONSORTIUM	591,308	643,482	88,146	228,112	215,157	487,116	487,116	487,116
NE FLORIDA MANPOWER CSRT	1,901,925	2,069,742	194,141	808,966	703,795	1,980,743	1,980,743	1,980,743
OKALOOSA COUNTY	462,498	503,307	303,774	315,640	272,104	503,307	503,307	503,307
ORANGE COUNTY/ORLANDO CSR	1,058,818	1,152,243	957,014	1,227,208	1,065,544	1,152,243	1,227,208	1,152,243
MANATEE COUNTY	560,175	609,602	143,499	229,903	225,453	609,602	609,602	609,602
PALM BEACH COUNTY	1,179,081	1,283,908	2,104,527	2,107,567	1,651,618	1,581,190	1,571,752	1,641,285
PASCO COUNTY	328,660	357,659	630,254	607,251	510,433	440,446	437,817	457,186
SEMINOLE COUNTY	481,048	523,493	839,216	791,331	736,092	644,665	640,817	669,167
ST. PETERSBURG CONSORTIUM	1,680,950	1,829,269	2,327,114	2,243,473	2,464,999	2,252,685	2,239,240	2,338,302
SARASOTA COUNTY	373,057	405,974	176,679	263,475	285,946	371,060	371,060	371,060
TAMPA CONSORTIUM	2,308,146	2,511,806	1,905,039	2,139,430	1,703,829	2,511,806	2,511,806	2,511,806
VOLUSIA COUNTY	977,038	1,063,247	305,474	455,822	404,722	1,063,247	1,063,247	1,063,247
FLORIDA	29,787,868	32,416,209	27,543,059	29,860,861	24,863,845	33,807,784	33,791,842	33,126,894
BALANCE OF GEORGIA	8,638,608	9,400,838	33,828	2,784,126	2,105,000	8,460,754	8,460,754	8,460,754
CSRA CONSORTIUM	1,727,899	1,880,361	645,302	806,950	826,093	1,880,361	1,880,361	1,880,361
ATLANTA CITY	2,797,141	3,043,948	5,602,537	4,799,582	4,668,008	3,748,522	3,726,149	3,890,991
CLAYTON COUNTY	517,383	563,034	564,381	509,060	663,985	564,381	514,613	663,985
COBB COUNTY	668,946	727,971	761,542	833,349	850,274	761,542	833,349	850,274
COLUMBUS AREA CONSORTIUM	953,868	1,038,033	262,870	363,402	392,335	1,038,033	1,038,033	1,038,033
BAL. OF DEKALB COUNTY	980,273	1,066,768	981,207	1,093,790	1,310,946	981,207	1,093,790	1,310,946
FULTON COUNTY	522,038	568,100	300,329	420,900	465,839	527,765	527,765	527,765
MID GEORGIA CONSORTIUM	868,293	944,907	745,719	888,328	705,261	944,907	944,907	944,907
SAVANNAH/CHATHAM CSRT	618,712	673,304	96,933	291,705	230,151	673,304	673,304	673,304
GWINNETT COUNTY	254,849	277,336	166,949	186,132	223,074	202,178	202,178	223,074
GEORGIA	18,548,010	20,184,600	10,161,597	12,977,324	12,440,974	19,782,954	19,895,203	20,464,394
BLUE GRASS MANPOWER CSRT	837,109	910,972	114,113	311,747	290,867	114,113	311,747	290,867

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
LOUISVILLE/JEFFERSON CSRT	2,234,031	2,431,151	1,197,319	1,376,278	1,630,860	1,667,770	1,667,770	1,667,770
KENTON COUNTY	527,104	573,613	506,970	421,282	569,446	506,970	421,282	569,446
BALANCE OF KENTUCKY	7,383,477	8,034,960	39,047	1,912,357	1,453,791	5,736,962	5,736,962	5,736,962
KENTUCKY	10,901,721	11,950,696	1,057,449	4,021,664	3,944,972	8,025,815	8,137,761	8,265,045
BALANCE OF MISSISSIPPI	8,235,665	8,962,341	2,105,242	3,744,423	2,822,074	8,962,341	8,962,341	8,962,341
JACKSON CONSORTIUM	1,412,432	1,537,058	111,343	398,967	354,897	1,317,259	1,317,259	1,317,259
HARRISON COUNTY	456,027	496,265	426,750	441,919	410,468	496,265	496,265	496,265
MISSISSIPPI	10,104,124	10,995,664	2,643,335	4,585,309	3,587,439	10,775,865	10,775,865	10,775,865
BALANCE OF NORTH CAROLINA	12,270,492	13,361,000	50,839	3,935,691	2,977,108	12,212,766	12,212,766	12,212,766
ALAMANCE COUNTY	1,385,940	1,508,229	345,379	376,096	357,158	1,508,229	1,508,229	1,508,229
BUNCOMBE COUNTY	592,918	645,234	148,070	260,665	269,534	525,221	525,221	525,221
CUMBERLAND COUNTY	1,040,621	1,132,440	423,501	485,281	475,368	1,132,440	1,132,440	1,132,440
CHARLOTTE CITY	845,503	920,106	2,305,940	1,069,679	2,595,229	1,133,081	1,126,318	1,176,145
DURHAM CONSORTIUM	682,168	742,359	191,563	328,350	342,044	477,337	477,337	477,337
GASTON COUNTY	363,116	395,156	283,318	350,075	404,215	283,318	350,075	404,215
GREENSBORO CONSORTIUM	757,412	824,242	294,594	537,040	550,077	635,491	635,491	635,491
ONSLOW COUNTY	259,765	282,685	141,035	166,788	171,355	282,685	282,685	282,685
RALEIGH CONSORTIUM	931,316	1,013,491	90,337	308,700	276,693	651,675	651,675	651,675
BAL. OF WAKE COUNTY	335,090	364,657	101,162	162,434	172,406	187,434	187,434	187,434
WINSTON SALEM CONSORTIUM	577,928	628,922	348,074	469,471	526,140	449,050	469,471	526,140
DAVIDSON COUNTY	378,219	411,591	118,302	193,463	204,248	323,511	323,511	323,511
NORTH CAROLINA	20,420,488	22,231,000	4,922,114	9,444,533	9,321,655	19,882,230	19,882,653	20,043,289
SOUTH CAROLINA STATEWIDE	9,660,610	10,513,017	1,202,045	4,459,498	3,374,972	10,513,017	10,513,017	10,513,017
SOUTH CAROLINA	9,660,610	10,513,017	1,202,045	4,459,498	3,374,972	10,513,017	10,513,017	10,513,017
BALANCE OF TENNESSEE	9,678,073	10,532,021	641,044	3,330,451	2,517,329	10,532,021	10,532,021	10,532,021
CHATTANOOGA CITY	1,200,116	1,306,009	1,987,994	1,479,965	2,103,970	1,608,307	1,479,965	1,669,433
MEMPHIS CONSORTIUM	2,380,521	2,590,567	620,751	1,262,486	1,261,240	2,295,242	2,295,242	2,295,242
BAL. OF HAMILTON COUNTY	573,465	624,065	133,444	223,876	234,629	445,582	445,582	445,582
KNOXVILLE CONSORTIUM	999,080	1,087,234	372,173	501,242	562,018	745,843	745,843	745,843
NASHVILLE/DAVIDSONCNTY	1,465,404	1,594,704	568,053	763,403	856,579	979,148	979,148	979,148
SULLIVAN COUNTY	482,717	525,310	209,734	237,479	282,976	330,420	330,420	330,420
TENNESSEE	16,779,376	18,259,910	4,541,193	7,798,902	7,818,741	16,936,563	16,808,221	16,997,689
REGION IV	129,942,790	141,408,329	57,640,784	80,069,071	71,519,977	134,229,699	134,390,025	134,771,656

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
CHICAGO CITY	26,150,653	28,466,769	12,089,989	12,695,963	13,920,810	28,466,769	28,466,769	28,466,769
BAL. OF COOK COUNTY	5,026,476	5,469,989	2,011,834	2,990,326	3,248,662	3,358,573	3,358,573	3,358,573
DUPAGE COUNTY	757,833	824,701	1,077,794	1,165,458	1,412,990	1,015,592	1,009,530	1,054,191
KANE CO CSRT	495,381	539,091	105,893	493,599	463,146	431,273	493,599	463,146
LAKE COUNTY	578,693	629,754	574,368	749,918	849,623	574,368	749,918	804,997
MACON COUNTY	396,509	431,502	173,321	285,611	284,699	431,502	431,502	431,502
MCHENRY COUNTY	170,694	185,755	133,057	224,374	234,809	148,604	224,374	234,809
ROCK ISLAND COUNTY	252,734	275,034	251,230	336,476	377,972	251,239	336,476	351,568
TAZEWELL COUNTY	163,143	177,538	131,188	217,760	228,914	136,082	217,327	226,942
LA SALLE COUNTY	153,995	167,583	162,829	259,690	225,535	167,583	205,141	214,216
ROCKFORD CONSORTIUM	445,825	485,162	218,239	481,286	470,084	450,716	481,286	470,084
CHAMPAIGN CONSORTIUM	410,012	446,190	48,004	214,710	185,035	293,147	293,147	293,147
WILL COUNTY CONSORTIUM	526,445	572,896	162,117	455,124	422,401	466,337	466,337	466,337
SANGAMON COUNTY CSRT	440,320	479,172	94,719	281,679	258,619	383,337	383,337	383,337
MADISON COUNTY CONSORTIUM	861,792	937,832	872,339	942,959	783,864	937,832	942,959	937,832
ST. CLAIR CONSORTIUM	567,956	618,070	121,508	317,644	299,027	494,456	494,456	494,456
PEORIA CONSORTIUM	472,434	514,119	194,270	340,373	352,414	411,295	411,295	411,295
EAST ST. LOUIS CITY	854,000	930,224	3,203,690	2,245,259	3,036,357	1,145,540	1,138,703	1,109,078
SHAWNEE CONSORTIUM	399,891	435,175	434,103	393,659	308,518	435,175	435,175	435,175
BALANCE OF ILLINOIS	3,774,045	4,107,920	33,184	2,355,496	1,783,214	3,908,790	3,908,790	3,908,790
MCLEAN COUNTY	517,903	563,600	62,759	137,388	134,421	330,270	330,270	330,270
ILLINOIS	43,426,414	47,258,156	22,236,515	27,584,752	29,281,114	44,319,351	44,859,044	45,006,594
GARY CITY	3,705,099	4,032,019	3,211,473	2,415,541	3,096,864	4,032,019	4,032,019	4,032,019
HAMMOND CITY	504,425	548,933	2,804,442	1,992,692	2,896,740	675,993	671,958	701,685
BAL. OF LAKE COUNTY	785,946	855,294	395,434	500,805	573,320	672,261	672,261	672,261
ELKHART COUNTY	368,230	400,721	181,383	266,412	290,501	297,736	297,736	297,736
SOUTH BEND CITY	737,445	802,514	2,601,216	1,870,648	2,703,594	988,269	982,371	1,025,830
BAL. OF ST. JOSEPH COUNTY	246,905	268,691	181,640	234,695	266,841	199,637	234,695	266,841
TIPPECANOE COUNTY	264,379	287,707	144,848	193,903	217,912	172,624	193,903	217,912
MADISON COUNTY	406,351	442,205	164,437	240,999	262,968	347,574	347,574	347,574
VIGO COUNTY	362,745	394,752	171,589	220,081	250,855	310,275	310,275	310,275
INDIANAPOLIS CITY	2,322,962	2,527,929	1,311,368	1,781,662	1,991,931	2,201,826	2,201,826	2,201,826
LA PORTE COUNTY	471,518	513,123	112,374	171,339	184,691	381,250	381,250	381,250
FT. WAYNE CONSORTIUM	1,315,107	1,431,146	109,989	466,099	404,569	1,001,802	1,001,802	1,001,802
DELAWARE CONSORTIUM	492,505	535,961	165,790	255,500	274,520	451,815	451,815	451,815
SOUTHWESTERN CONSORTIUM	1,183,930	1,288,394	69,074	358,263	303,234	919,914	919,914	919,914
BALANCE OF INDIANA	5,598,401	6,092,378	55,414	2,424,631	1,846,180	5,135,874	5,135,874	5,135,874
INDIANA	18,765,948	20,421,767	11,680,471	13,393,350	15,564,720	17,788,869	17,835,353	17,964,614
BALANCE OF MICHIGAN	6,184,562	6,730,259	10,380,043	9,542,553	7,168,545	8,288,094	8,238,626	7,168,545
FLINT/GENESEE CONSORTIUM	2,247,324	2,445,617	1,904,003	2,071,223	1,655,352	2,445,617	2,445,617	2,445,617

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
LANSING CONSORTIUM	1,366,507	1,487,001	561,057	964,628	798,795	1,487,001	1,487,001	1,487,001
JACKSON CONSORTIUM	1,085,440	1,181,214	1,001,242	1,145,760	902,271	1,181,214	1,181,214	1,181,214
KENT CONSORTIUM	1,941,677	2,113,001	647,047	1,274,048	1,019,165	2,113,001	2,113,001	2,113,001
MUSKEGON CONSORTIUM	899,941	979,348	858,910	845,854	689,578	979,348	979,348	979,348
DEARBORN CITY	211,828	230,519	2,603,277	1,836,475	2,678,995	203,876	202,182	294,665
DETROIT CITY	7,638,136	8,312,089	15,582,770	13,072,789	12,921,444	10,236,067	10,174,972	10,625,106
LIVONIA CITY	691,442	752,452	2,050,495	1,445,408	2,109,304	926,620	921,089	961,837
WARREN CITY	341,054	371,147	3,264,310	2,364,481	3,405,516	457,055	454,327	474,427
BAY COUNTY	446,950	486,387	438,499	459,652	431,307	486,387	486,387	486,387
BERRIEN COUNTY	712,234	775,078	947,482	905,935	774,170	947,482	905,935	775,078
CALHOUN COUNTY	551,245	599,884	550,563	583,508	502,001	599,884	599,884	599,884
KALAMAZOO COUNTY	623,058	678,034	230,868	409,465	422,533	600,738	600,738	600,738
BAL. OF MACOMB COUNTY	1,339,773	1,457,988	718,121	1,005,598	1,113,259	1,437,576	1,437,576	1,437,576
MONROE COUNTY	459,529	500,076	147,039	238,029	252,042	485,573	485,573	485,573
OAKLAND COUNTY	2,330,917	2,536,586	1,322,342	2,067,115	1,909,526	2,536,586	2,536,586	2,536,586
OTTAWA COUNTY	554,386	603,302	160,893	258,518	274,335	500,138	500,138	500,138
SAGINAW COUNTY	680,027	740,029	179,450	387,671	380,478	718,569	718,569	718,569
ST. CLAIR COUNTY	583,974	635,501	839,038	759,880	627,289	782,599	759,880	635,501
BAL. OF WAYNE COUNTY	2,734,415	2,975,687	1,537,469	2,097,886	2,342,149	2,764,413	2,764,413	2,764,413
ANN ARBOR CITY	490,281	533,541	3,060,375	2,136,674	3,132,693	657,038	653,117	682,010
BAL. OF WASHTENAW COUNTY	561,436	610,974	516,755	584,231	504,186	610,974	610,974	610,974
MICHIGAN	34,676,136	37,735,794	49,582,048	46,457,389	46,014,933	41,525,930	41,337,227	40,564,268
DAKOTA COUNTY	219,565	238,938	186,538	221,736	259,571	186,538	221,736	259,571
BAL. OF RAMSEY COUNTY	199,478	217,079	1,103,954	855,018	1,193,240	267,326	265,730	277,486
ST. PAUL CITY	977,141	1,063,359	34,021	323,443	259,593	698,627	698,627	698,627
QUAD COUNTIES CSRT	542,926	590,831	153,998	359,371	346,527	388,176	388,176	388,176
REGION III CONSORTIUM	663,338	721,868	868,385	929,150	701,148	868,385	883,651	721,868
DULUTH CITY	383,381	417,209	956,765	758,482	1,018,710	513,779	510,712	533,306
BALANCE OF MINNESOTA	3,941,096	4,288,840	19,073	1,814,466	1,370,386	3,491,116	3,491,116	3,491,116
BAL. OF HENNEPIN COUNTY	926,214	1,007,939	676,432	818,955	952,432	676,432	818,955	952,432
MINNEAPOLIS CITY	1,628,382	1,772,063	4,421,600	3,429,984	4,703,328	2,182,238	2,169,213	2,265,177
MINNESOTA	9,481,521	10,318,126	8,420,846	9,510,605	10,884,935	9,272,617	9,447,916	9,587,759
CINCINNATI CITY	2,257,657	2,456,862	3,732,834	3,102,248	4,028,559	3,025,546	3,007,487	3,140,536
BUTLER COUNTY	808,944	880,321	862,092	912,486	851,636	880,321	912,486	880,321
CLARK COUNTY	516,384	561,947	248,266	334,103	374,710	505,753	505,753	505,753
BAL. OF HAMILTON COUNTY	585,872	637,565	935,265	990,556	1,210,550	785,141	780,455	814,982
LORAIN COUNTY	798,009	868,422	349,621	521,954	566,276	756,395	756,395	756,395
AKRON CONSORTIUM	1,670,242	1,817,616	492,536	976,245	978,452	1,557,697	1,557,697	1,557,697
CANTON CONSORTIUM	1,113,175	1,211,396	265,147	742,026	689,093	1,159,306	1,159,306	1,159,306
CLEVELAND CONSORTIUM	7,058,936	7,681,783	1,239,975	2,736,157	2,672,105	6,690,833	6,690,833	6,690,833

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
COLUMBUS CONSORTIUM	2,638,612	2,871,431	1,027,857	1,652,497	1,753,301	2,337,345	2,337,345	2,337,345
MIAMI VALLEY CONSORTIUM	1,794,189	1,952,500	453,554	939,799	931,626	1,589,335	1,589,335	1,589,335
CENTRAL OHIO RURALCSRT	702,357	764,330	81,832	251,815	229,777	687,897	687,897	687,897
TOLEDO CONSORTIUM	1,767,791	1,923,773	500,330	1,100,171	1,018,464	1,923,773	1,923,773	1,923,773
NORTH EAST OHIO MANPOWER	2,299,623	2,502,531	1,621,588	1,976,745	1,619,482	2,502,531	2,502,531	2,502,531
BALANCE OF OHIO	8,171,812	8,892,854	57,282	2,924,298	2,221,864	8,768,354	8,768,354	8,768,354
ALLEN COUNTY	1,090,505	1,186,726	218,436	294,971	306,669	1,186,726	1,186,726	1,186,726
GREENE COUNTY	149,127	162,285	193,754	230,524	269,770	193,754	198,656	207,445
CLERMONT/WARREN CSRT	507,091	551,834	147,039	281,967	284,995	465,196	465,196	465,196
LAKE/ASHTABULA CSRT	842,900	917,274	303,800	481,352	512,918	720,977	720,977	720,977
PORTAGE COUNTY	269,028	292,766	666,753	638,105	564,663	360,531	358,380	374,234
RICHLAND/MORROW CSRT	564,459	614,264	111,818	268,546	257,881	614,264	614,264	614,264
OHIO	35,606,712	38,748,480	13,510,587	21,356,565	21,341,991	36,711,675	36,723,846	36,883,900
OUTAGAMIE COUNTY	286,931	312,248	126,420	194,979	209,444	205,147	205,147	209,444
ROCK COUNTY	390,396	424,843	119,719	203,235	212,286	303,338	303,338	303,338
MILWAUKEE COUNTY	2,805,775	3,053,343	2,752,314	2,769,212	3,453,066	2,752,314	2,769,212	3,453,066
MADISON/DANE CONSORTIUM	846,121	920,779	162;246	352,623	345,590	473,280	473,280	473,280
WOW CONSORTIUM	661,141	719,477	209,863	421,903	421,359	359,738	421,903	421,359
WINNE/FOND CONSORTIUM	415,935	452,635	119,783	274,731	265,940	310,508	310,508	310,508
TRICO CETAC	871,312	948,192	200,971	570,730	528,533	812,601	812,601	812,601
BALANCE OF WISCONSIN	5,139,781	5,593,291	27,062	1,936,813	1,466,141	4,396,327	4,396,327	4,396,327
MARATHON COUNTY	707,272	769,678	42,591	117,183	109,183	516,454	516,454	516,454
WISCONSIN	12,124,664	13,194,486	3,760,969	6,841,409	7,011,542	10,129,707	10,208,770	10,896,377
REGION V	154,081,395	167,676,809	109,191,436	125,144,070	130,099,235	159,748,149	160,412,156	160,903,512

	78 $		OPTIONS					
		CURRENT	8	9	10	11	12	13
CENTRAL ARKANSAS CSRT	1,297,327	1,411,797	91,948	476,895	403,645	1,008,023	1,008,023	1,008,023
TEXARKANA	280,521	305,273	15,529	60,572	53,194	300,999	300,999	300,999
BALANCE OF ARKANSAS	6,052,967	6,587,052	69,657	1,966,363	1,485,822	6,587,052	6,587,052	6,587,052
ARKANSAS	7,630,815	8,304,122	177,134	2,503,830	1,942,661	7,896,074	7,896,074	7,896,074
RAPIDES PARISH	965,391	1,050,573	249,915	312,777	264,190	1,050,573	1,050,573	1,050,573
BATON ROUGE CITY	915,273	996,032	436,478	662,604	715,193	896,429	896,429	896,429
LAFAYETTE PARISH	375,740	408,894	285,122	292,469	361,913	285,122	292,469	361,913
CALCASIEU/JEFF CONSORTIUM	674,115	733,596	301,324	444,944	352,877	733,596	733,596	733,596
OUACHITA PARISH	476,979	519,065	223,217	300,783	288,926	519,065	519,065	519,065
NEW ORLEANS CITY	2,425,267	2,639,261	2,632,224	2,472,129	2,769,548	2,639,261	2,639,261	2,769,548
JEFFERSON PARISH	1,037,439	1,128,970	696,729	919,208	1,037,770	1,096,237	1,096,237	1,096,237
SHREVEPORT CITY	706,287	768,606	2,106,746	1,591,023	2,246,640	946,514	940,864	982,488
BALANCE OF LOUISIANA	6,440,085	7,008,328	213,698	2,101,794	1,591,649	7,008,328	7,008,328	7,008,328
LOUISIANA	14,016,576	15,253,333	7,145,453	9,097,731	9,628,706	15,175,125	15,176,822	15,418,177
ALBUQUERQUE CONSORTIUM	1,557,249	1,694,653	1,113,687	1,303,027	1,077,337	1,694,653	1,694,653	1,694,653
BALANCE OF NEW MEXICO	2,640,506	2,873,492	893,464	1,585,804	1,191,673	2,873,492	2,873,492	2,873,492
NEW MEXICO	4,197,755	4,568,145	2,007,151	2,888,831	2,269,010	4,568,145	4,568,145	4,568,145
COMANCHE COUNTY	495,029	538,708	62,437	122,819	123,333	500,460	500,460	500,460
OKLAHOMA COUNTY	525,520	571,889	658,390	579,407	763,751	658,390	579,407	731,030
OKLAHOMA CITY CONSORTIUM	1,301,553	1,416,396	120,299	482,157	421,767	971,648	971,648	971,648
BAL. OF CLEVELAND COUNTY	287,315	312,666	146,781	168,949	200,103	174,155	174,155	200,103
TULSA CONSORTIUM	1,278,738	1,391,568	85,247	539,228	447,044	974,097	974,097	974,097
BALANCE OF OKLAHOMA	4,978,003	5,417,239	15,400	1,258,605	951,654	4,025,008	4,025,008	4,025,008
OKLAHOMA	8,866,158	9,648,466	1,088,554	3,151,165	2,907,652	7,303,758	7,224,775	7,402,346
TEXARKANA CONSORTIUM-TEX'	649,914	707,259	129,049	219,674	190,046	707,259	707,259	707,259
TEX. PANHANDLE MANP. CSRT	748,388	814,422	9,536	204,056	157,810	430,829	430,829	430,829
CAP. AREA MANPOWERCSRT	1,258,053	1,369,058	46,006	461,019	368,767	821,435	821,435	821,435
S.E. TEXAS COMP. CSRT	1,126,967	1,226,405	164,145	576,439	483,490	1,226,405	1,226,405	1,226,405
GREATER PASADENA CSRT	253,075	275,405	2,602,182	1,869,503	2,703,218	339,152	337,128	352,043
CAMERON COUNTY	803,143	874,009	1,547,205	1,344,214	1,071,790	1,076,313	1,069,809	1,071,790
COASTAL BEND MANP.CSRT	1,456,204	1,584,693	24,614	465,843	361,689	1,448,409	1,448,409	1,448,409
DALLAS CITY	2,173,302	2,365,064	1,995,275	2,203,205	2,650,041	1,995,275	2,203,205	2,650,041
BAL. OF DALLAS COUNTY	785,865	855,206	622,178	813,403	921,141	622,178	813,403	921,141
SO. PLAINS ASSN GOVNTS	545,258	593,369	46,844	179,900	158,407	313,892	313,892	313,892
WEST CENTRAL TEXASCSRT	761,066	828,219	10,567	216,791	167,877	472,913	472,913	472,913
EL PASO CONSORTIUM	1,393,144	1,516,068	3,993,354	3,429,371	2,701,412	1,866,909	1,855,846	1,937,947

	78 $	CURRENT	OPTIONS 8	9	10	11	12	13
FT. WORTH CONSORTIUM	1,574,569	1,713,502	997,831	1,407,941	1,554,871	1,444,482	1,444,482	1,554,871
BAL. OF TARRANT COUNTY	299,630	326,068	196,703	268,050	299,429	232,813	268,050	299,429
GALVESTON COUNTY	594,740	647,217	490,452	583,992	585,967	647,217	647,217	647,217
HOUSTON CITY	3,759,033	4,090,712	2,016,216	2,809,307	3,115,088	2,744,868	2,809,307	3,115,088
BAL. OF HARRIS COUNTY	1,035,257	1,126,603	222,234	405,977	475,600	627,518	627,518	627,518
CEN. TEXAS MANPOWER CSRT	549,134	597,587	24,807	188,789	153,995	469,703	469,703	469,703
HIDALGO COUNTY CONSORTIUM	1,165,498	1,268,336	1,843,947	1,615,271	1,248,406	1,561,915	1,552,592	1,268,336
ALAMO CONSORTIUM	4,037,900	4,394,185	63,081	1,211,345	940,050	4,143,717	4,143,717	4,143,717
REGION XI CONSORTIUM	1,131,735	1,231,594	27,385	223,669	181,444	826,400	826,400	826,400
NORTH TEXAS STATE CSRT	714,991	778,078	13,402	146,870	116,854	399,932	399,932	399,932
WEBB COUNTY	910,287	990,606	834,704	707,327	538,389	990,606	990,606	990,606
GULF COAST CONSORTIUM	1,174,891	1,278,558	30,349	386,046	304,709	694,257	694,257	694,257
EAST TEXAS MANPOWERCSRT	1,488,900	1,620,361	34,021	486,270	381,713	1,249,298	1,249,298	1,249,298
BALANCE OF TEXAS	6,645,718	7,232,105	10,309	1,845,682	1,389,416	4,961,224	4,961,224	4,961,224
TEXAS	37,036,742	40,304,609	17,996,556	24,350,034	23,221,619	32,314,999	32,784,916	33,601,700
REGION VI	71,748,046	78,078,755	28,414,848	41,991,591	39,969,648	67,258,101	67,650,732	68,886,442

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	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
BALANCE OF IOWA	4,855,343	5,283,756	23,776	1,380,057	1,046,931	3,017,024	3,017,024	3,017,024
BLACKHAWK COUNTY	628,608	684,073	151,550	216,264	237,973	430,282	430,282	430,282
CEN. IOWA REGIONALCSRT	1,039,417	1,131,130	72,618	448,103	372,386	598,368	598,368	598,368
LINN COUNTY MANPOWER CSRT	307,763	334,919	147,490	226,322	243,486	186,550	226,322	243,486
SCOTT COUNTY	281,307	306,128	211,602	257,333	298,801	211,602	257,333	298,801
WOODBURY COUNTY	280,266	304,995	76,677	154,420	154,154	217,767	217,767	217,767
IOWA	7,392,704	8,045,001	683,713	2,682,499	2,353,731	4,661,593	4,747,096	4,805,728
BALANCE OF KANSAS	3,031,822	3,299,336	11,534	925,523	699,909	1,649,668	1,649,668	1,649,668
KANSAS CITY CONSORTIUM	878,124	955,606	752,722	717,804	914,714	860,045	860,045	914,714
JOHNSON/LEAVENWORTH CSRT	311,987	339,515	200,906	353,744	365,761	203,709	353,744	365,761
WICHITA CITY	792,067	861,955	45,813	332,736	272,458	615,436	615,436	615,436
TOPEKA CONSORTIUM	474,523	516,393	177,517	251,827	277,628	309,836	309,836	309,836
KANSAS	5,488,523	5,972,805	1,188,492	2,581,634	2,530,470	3,638,694	3,788,729	3,855,415
BALANCE OF MISSOURI	5,757,071	6,265,048	20,168	1,848,477	1,396,442	4,742,641	4,742,641	4,742,641
SPRINGFIELD CITY	848,127	922,962	1,378,316	1,053,671	1,479,411	1,136,597	1,053,671	1,179,796
BAL OF JACKSON COUNTY	302,243	328,911	304,066	314,642	388,014	304,066	314,642	388,014
KANSAS CITY CONSORTIUM	2,493,354	2,713,356	172,620	1,005,637	840,537	2,480,007	2,480,007	2,480,007
JEFFERSON/FRANKLINCSRT	685,404	745,881	312,114	470,865	390,553	745,881	745,881	745,881
ST. LOUIS COUNTY	2,008,076	2,185,259	1,240,233	1,806,606	1,975,071	1,717,614	1,806,606	1,975,071
ST. LOUIS CITY	3,991,561	4,343,758	6,499,625	5,080,496	6,578,440	5,349,196	5,080,496	5,552,501
INDEPENDENCE CITY	541,632	589,423	1,502,738	1,110,456	1,584,211	725,855	721,523	753,443
ST. CHARLES COUNTY	292,160	317,939	135,634	228,358	239,086	299,816	299,816	299,816
MISSOURI	16,919,628	18,412,537	11,565,514	12,919,208	14,871,765	17,501,673	17,245,283	18,117,170
BALANCE OF NEBRASKA	2,320,349	2,525,086	7,668	546,317	413,572	7,668	546,317	413,572
LINCOLN CITY	545,434	593,561	2,131,876	1,532,903	2,215,615	730,950	726,588	758,731
OMAHA CONSORTIUM	1,602,345	1,743,728	546,661	824,968	892,057	1,245,022	1,245,022	1,245,022
NEBRASKA	4,468,128	4,862,375	2,686,205	2,904,188	3,521,244	1,983,640	2,517,927	2,417,325
REGION VII	34,268,983	37,292,718	16,123,924	21,087,529	23,277,210	27,785,600	28,299,035	29,195,638

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
ADAMS COUNTY	679,235	739,167	112,245	353,166	320,997	665,251	665,251	665,251
ARAPAHOE COUNTY	205,154	223,256	175,197	329,367	334,624	175,197	273,291	285,382
BOULDER COUNTY	407,891	443,881	142,207	283,676	283,860	355,105	355,105	355,105
COLORADO SPRINGS CNST	618,197	672,744	155,703	412,676	351,454	672,744	672,744	672,744
DENVER CITY/COUNTY	1,930,288	2,100,608	3,343,889	2,974,604	3,874,126	2,586,830	2,571,390	2,685,146
JEFFERSON COUNTY	382,301	416,033	258,382	463,037	476,468	285,399	463,037	476,468
LARIMER COUNTY	277,200	301,659	29,060	135,996	116,527	198,190	198,190	198,190
PUEBLO COUNTY	364,256	396,396	559,195	557,811	435,208	488,149	485,235	435,208
WELD COUNTY	289,301	314,828	17,268	118,871	97,787	211,249	211,249	211,249
BALANCE OF COLORADO	1,443,198	1,570,539	3,995	670,392	504,792	1,503,006	1,503,006	1,503,006
COLORADO	6,597,021	7,179,111	4,797,141	6,299,596	6,795,843	7,141,120	7,398,498	7,487,749
BALANCE OF MONTANA	2,286,575	2,488,332	3,351	877,005	659,429	2,274,335	2,274,335	2,274,335
MONTANA	2,286,575	2,488,332	3,351	877,005	659,429	2,274,335	2,274,335	2,274,335
N. DAKOTA STATEWIDE CSRT	1,836,712	1,998,775	5,992	560,668	423,497	1,371,160	1,371,160	1,371,160
NORTH DAKOTA	1,836,712	1,998,775	5,992	560,668	423,497	1,371,160	1,371,160	1,371,160
S. DAKOTA STATEWIDE CSRT	1,739,846	1,893,362	5,799	401,489	304,017	5,799	401,489	304,017
SOUTH DAKOTA	1,739,846	1,893,362	5,799	401,489	304,017	5,799	401,489	304,017
UTAH STATEWIDE CONSORTIUM	3,558,112	3,872,063	9,665	1,119,789	844,674	2,931,152	2,931,152	2,931,152
UTAH	3,558,112	3,872,063	9,665	1,119,789	844,674	2,931,152	2,931,152	2,931,152
WYOMING STATEWIDE CSRT	1,128,875	1,228,482	2,577	280,055	211,330	631,440	631,440	631,440
WYOMING	1,128,875	1,228,482	2,577	280,055	211,330	631,440	631,440	631,440
REGION VIII	17,147,141	18,660,125	4,824,525	9,538,602	9,238,790	14,355,006	15,008,074	14,999,853

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	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
BALANCE OF ARIZONA	1,929,994	2,100,288	3,623,624	3,322,847	2,494,197	2,586,436	2,570,998	2,494,197
PHOENIX CITY	2,773,864	3,018,617	2,387,580	2,663,435	2,861,802	3,018,617	3,018,617	3,018,617
MARICOPA COUNTY	1,921,936	2,091,519	687,986	1,097,241	843,066	2,091,519	2,091,519	2,091,519
TUCSON/PIMA CONSORTIUM	1,444,610	1,572,076	659,145	1,003,022	767,730	1,572,076	1,572,076	1,572,076
ARIZONA	8,070,404	8,782,500	7,358,335	8,086,545	6,966,795	9,268,648	9,253,210	9,176,409
BAL. OF ALAMEDA COUNTY	2,234,384	2,431,536	625,336	1,157,941	1,181,124	2,397,494	2,397,494	2,397,494
BERKELEY CITY	912,084	992,562	7,815,284	5,476,398	7,464,716	1,222,308	1,215,012	1,268,764
BAL. OF CONTRA COSTA CNTY	1,417,465	1,542,535	471,402	895,872	907,605	1,497,802	1,497,802	1,497,802
MARIN COUNTY	661,979	720,389	273,137	410,765	444,642	627,459	627,459	627,459
OAKLAND CITY	2,370,994	2,580,199	6,536,274	5,046,081	5,783,186	3,177,431	3,158,467	3,298,195
RICHMOND CITY	592,385	644,654	1,830,180	1,357,419	1,717,725	793,871	789,132	824,043
SAN FRANCISCO CITY/COUNTY	3,699,348	4,025,761	11,799,919	9,130,777	11,574,118	4,957,594	4,928,004	5,146,015
SAN MATEO COUNTY	1,647,853	1,793,252	837,454	1,153,385	1,283,766	1,357,492	1,357,492	1,357,492
SONOMA COUNTY	1,017,525	1,107,307	1,588,495	1,495,746	1,171,327	1,363,612	1,355,473	1,171,327
SANTA BARBARA COUNTY	884,246	962,268	272,721	564,725	456,470	962,268	962,268	962,268
GLENDALE CITY	301,118	327,687	2,910,758	2,100,947	3,031,089	403,536	401,128	418,873
LONG BEACH CITY	1,369,231	1,490,045	5,275,977	4,047,589	5,260,417	1,834,942	1,823,990	1,904,682
BAL. OF LOS ANGELESCNTY	11,429,368	12,437,842	3,299,960	6,909,703	5,509,958	12,437,842	12,437,842	12,437,842
LOS ANGELES CITY	12,915,174	14,054,748	16,646,597	16,014,344	13,906,127	16,646,597	16,014,344	14,054,748
ORANGE CNTY MANPOWER CSRT	4,274,915	4,652,113	1,400,481	3,098,196	3,023,888	3,921,732	3,921,732	3,921,732
PASADENA CITY	881,939	959,757	3,085,440	2,196,764	3,190,293	1,181,910	1,174,055	1,226,830
TORRANCE CITY	263,918	287,205	4,393,329	3,095,172	4,518,043	353,683	351,572	367,126
VENTURA COUNTY	1,117,937	1,216,578	1,104,922	1,358,617	1,094,673	1,216,578	1,358,617	1,216,578
BALANCE OF CALIFORNIA	4,234,067	4,607,661	9,692,767	8,490,161	6,374,451	5,674,185	5,640,318	5,889,841
HUMBOLDT COUNTY	833,102	906,611	1,625,455	1,356,287	1,026,720	1,116,462	1,109,798	1,026,720
SANTA CLARA VALLEY	3,238,758	3,524,531	539,896	1,874,915	1,676,134	3,475,187	3,475,187	3,475,187
SOLANO COUNTY	800,473	871,103	979,788	930,878	771,421	979,788	930,878	871,103
SUNNYVALE CITY	259,826	282,752	3,099,551	2,213,090	3,209,593	348,200	346,121	361,434
BUTTE COUNTY	338,168	368,006	1,429,495	1,223,221	940,935	453,188	450,483	470,412
SACRAMENTO/YOLO CSRT	2,670,348	2,905,967	3,156,964	3,417,635	2,664,614	3,156,964	3,417,635	2,905,967
STOCKTON/SAN JOAQUIN CSRT	1,553,128	1,690,169	3,043,038	2,701,368	2,094,391	2,081,388	2,068,965	2,094,391
STANISLAUS COUNTY	1,129,219	1,228,856	4,461,970	3,693,908	2,818,112	1,513,296	1,504,264	1,570,811
MONTEREY COUNTY	928,749	1,010,697	773,361	911,209	709,374	1,010,697	1,010,697	1,010,697
SANTA CRUZ COUNTY	627,040	682,367	1,371,388	1,228,103	1,035,384	840,313	835,297	872,250
FRESNO CITY/COUNTY	1,933,930	2,104,571	2,537,222	2,585,895	1,963,488	2,537,222	2,576,242	2,104,571
IMPERIAL COUNTY	593,169	645,507	2,864,766	2,266,194	1,706,057	794,921	790,177	825,134
KERN COUNTY	1,242,720	1,352,372	1,455,754	1,550,794	1,176,917	1,455,754	1,550,794	1,352,372
MERCED COUNTY	622,011	676,894	1,421,376	1,223,177	936,842	833,573	828,598	865,255
INLAND MANPOWER ASSN	3,840,371	4,179,227	3,442,037	4,001,251	3,015,404	4,179,227	4,179,227	4,179,227
SAN LUIS OBISPO COUNTY	706,814	769,180	26,160	160,465	133,429	746,874	746,874	746,874
TULARE COUNTY	855,962	931,488	387,271	582,920	451,301	931,488	931,488	931,488
SAN DIEGO RETC	5,445,339	5,925,810	5,593,029	5,969,532	4,596,965	5,925,810	5,969,532	5,925,810

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
CALIFORNIA	79,845,057	86,890,207	118,069,674	111,891,444	108,820,699	94,408,608	94,135,258	91,578,814
HAWAII BAL. OF STATE	1,152,423	1,254,107	422,429	552,162	424,173	1,254,107	1,254,107	1,254,107
HONOLULU CITY/COUNTY	2,071,801	2,254,607	1,144,932	1,685,615	1,645,502	2,254,607	2,254,607	2,254,607
HAWAII	3,224,224	3,508,714	1,567,361	2,237,777	2,069,675	3,508,714	3,508,714	3,508,714
BALANCE OF NEVADA	569,123	619,340	96,490	229,022	172,218	619,340	619,340	619,340
LAS VEGAS CONSORTIUM	1,296,148	1,410,514	923,972	1,175,716	895,318	1,410,514	1,410,514	1,410,514
WASHOE COUNTY	626,255	681,513	14,627	199,855	157,204	515,905	515,905	515,905
NEVADA	2,491,526	2,711,367	1,035,089	1,604,593	1,224,740	2,545,759	2,545,759	2,545,759
REGION IX	93,631,211	101,892,788	128,030,459	123,820,359	119,081,909	109,731,729	109,442,941	106,809,696

	78 $	OPTIONS						
		CURRENT	8	9	10	11	12	13
MUNICIPALITY OF ANCHORAGE	434,079	472,380	6,444,146	4,514,393	6,607,867	581,721	578,249	603,830
BALANCE OF ALASKA	1,577,537	1,716,731	2,019,493	1,764,231	1,323,302	2,019,493	1,764,231	1,716,731
ALASKA	2,011,616	2,189,111	8,463,639	6,278,624	7,931,169	2,601,214	2,342,480	2,320,561
IDAHO STATEWIDE CSRT	2,677,907	2,914,193	6,508	918,872	692,408	2,456,665	2,456,665	2,456,665
IDAHO	2,677,907	2,914,193	6,508	918,872	692,408	2,456,665	2,456,665	2,456,665
PORTLAND CITY	1,697,128	1,846,875	2,826,575	2,496,922	3,162,571	2,274,366	2,260,791	2,360,807
BAL. OF CLACKAMAS COUNTY	628,390	683,836	70,427	271,012	238,472	644,858	644,858	644,858
LANE COUNTY	1,034,480	1,125,758	659,063	820,179	631,984	1,125,758	1,125,758	1,125,758
MULTNOMAH/WASHINGTON CSRT	1,147,967	1,249,258	224,232	583,374	549,647	1,088,104	1,088,104	1,088,104
MID WILLAMETTE VALLEY CSR	1,028,615	1,119,375	62,050	392,707	325,555	1,103,704	1,103,704	1,103,704
JACKSON COUNTY CONSORTIUM	697,251	758,773	683,687	712,895	546,237	758,773	758,773	758,773
BALANCE OF OREGON	2,897,447	3,153,104	1,469,707	2,020,345	1,518,223	3,153,104	3,153,104	3,153,104
OREGON	9,131,278	9,936,979	5,995,741	7,297,434	6,972,689	10,148,667	10,135,092	10,235,108
SPOKANE CONSORTIUM	987,487	1,074,618	779,998	941,082	761,966	1,074,618	1,074,618	1,074,618
CLARK COUNTY	377,873	411,215	177,442	293,686	299,712	411,215	411,215	411,215
KING/SNOHOMISH CONSORTIUM	5,711,104	6,215,025	4,550,673	5,344,133	4,115,351	6,215,025	6,215,025	6,215,025
KITSAP COUNTY	490,099	533,343	247,486	307,062	325,981	533,343	533,343	533,343
TACOMA CITY	950,209	1,034,051	3,187,106	2,408,600	2,830,280	1,273,400	1,265,800	1,321,798
BAL. OF PIERCE COUNTY	764,470	831,923	995,368	984,620	790,786	995,368	984,620	831,923
YAKIMA COUNTY	1,121,530	1,220,489	1,344,089	1,210,937	919,930	1,344,089	1,220,489	1,220,489
BALANCE OF WASHINGTON	3,623,721	3,943,461	5,436,950	5,381,771	4,042,675	4,056,244	4,027,259	4,042,675
WASHINGTON	14,026,493	15,264,125	16,719,112	16,071,891	14,006,681	16,703,302	16,532,369	15,651,086
REGION X	27,847,294	30,304,408	31,185,000	31,366,821	29,682,947	31,909,848	31,466,606	30,663,420
NATIONAL TOTAL	769,685,715	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150	837,599,150

A PILOT STUDY OF THE VALUE OF OUTPUT OF YOUTH EMPLOYMENT PROGRAMS

David Zimmerman
Stanley Masters

February 1979

OFFICE OF YOUTH PROGRAMS SPECIAL REPORT NUMBER 21

OVERVIEW

Among the estimated 2.2 million persons under age 22 who participated in CETA programs in fiscal year 1978, over 85 percent were in work experience or public service employment.

The main benefit of work experience and public service employment is the output which is produced. It is expected that work may increase future employability, earnings are preferable to income transfers, and there may be other benefits such as reduced crime which result where constructive activities are provided. Considered from an investment perspective, these benefits must offset the social cost which is the program outlay less the useful social product. Where productivity is greater, the benefits need to be less.

In considering alternative policies, it is important to estimate in at least a general way the value of output. It is a conventional wisdom that public service jobs are not as productive as those in the private sector, and that youth work experience positions are the least productive of all. This conventional wisdom has never been carefully tested. In deciding between training, education, and other service approaches which may yield substantial earnings gains for participants but no social output, versus work experience which may yield less future gains but some product, it is important to have a sense of output. Likewise, efficient use of scarce resources would suggest investment in work which is most productive as well as of greatest benefit to enrollees.

Work valuation in the absence of a competitive market is a complex issue. Easiest to assess is the supply price. This is the price that would have to be paid to an alternative supplier to produce the same output produced by project participants. The output of supervisors is excluded and supply price is then measured per participant hour of work. The supply price per participant hour may be compared to the wage rate of regular workers as a measure of relative labor productivity. The value of output depends not only on the supply price, but also on whether there is a demand for the output. This is an extremely judgemental issue, especially where jobs are created by law, so that they do not substitute for existing labor.

This analysis of 42 projects drawn from YEDPA, Title I (now Title II) and SPEDY is an attempt to improve the measures of value of output. For this sample of projects, a professional contractor or estimator or appraiser experienced in the work being done provided an estimate of the cost of providing the output outside the project; alternatively, published standards of work productivity or estimates of difference in productivity between regular and project workers were utilized. The likeliest alternative supplier is used for comparison. A number of assumptions must be made which the study carefully presents. It concludes that the average supply price over all projects in the sample was $2.58, with YACC and SPEDY ranking particularly high. There is wide variability among projects. Given the special nature of the sample, little weight should be attached to this number.

The demand estimates are less quantifiable and more questionable because of the many subjective questions involved; however, the study handles these as well as has ever been done.

Further work is needed to assess productivity gains over time in new projects, the relations between capital/output ratios, training and productivity, the relative benefits of single site and group projects, and the relationship between client characteristics and output. This preliminary work suggests in a hopeful vein that youth work projects can be quite productive and that a substantial portion of the cost is offset by useful product.

Robert Taggart
Administrator
Office of Youth Programs

EXECUTIVE SUMMARY

This report presents the preliminary findings of a study that was funded in an effort to learn more about valuing the output produced by youth employment program participants. The two major objectives of the study are (1) to provide preliminary information on the value of output of a sample of youth employment and work experience projects, and (2) to assess the feasibility of various strategies for valuing the output of youth projects in the future. To accomplish these objectives, we have conducted a series of pilot studies of youth employment projects, some of which were funded under the Youth Employment and Demonstration Projects Act and some of which are ongoing programs funded under Titles I and III of the Comprehensive Employment and Training Act (CETA).

Our sample includes 42 projects in 12 CETA prime sponsors and 2 Young Adult Conservation Corps sites. Thirty-six projects are youth projects and 6 are adult PSE projects. In each project study we attempted to obtain one or more estimates of the price that an alternative supplier would charge to produce the output that was produced by project participants, an estimate of the project inputs and expenditures, and information on the demand for the project output.

Although several different types of estimates of the supply price are presented, our primary focus is on a constructed estimate of the price that would have to be paid to an alternative supplier to produce the output that was produced specifically by the project participants (that is, excluding the output produced by the project supervisor). When divided by the project participant labor input (the number of participant hours), this measure of the participant supply price can be compared to a compensation rate (i.e., wage plus fringe benefit). It is the closest measure available to the concept of participant productivity.

The estimate of the average participant supply price per hour for all the youth projects in the sample is $2.58. In other words, on average, an alternative supplier would charge $2.58 to produce output equivalent to the output that project participants produce each hour they are in directly work-related projects. As expected, the variance of the average estimate is very large.

Another useful measure, related to supply price, is the productivity of the project participants relative to that of alternative suppliers. The measure is calculated by dividing the participant supply price per hour by the average wage rate of the regular workers, excluding supervisors, who would have produced the output under the alternative supplier option. Our estimate, again for all the youth projects in the sample, is that the participants were, on average, 58% as productive as the regular workers who would have produced the output in the absence of the project participants. It should be noted that the alternative supplier's wage rate is typically not only well above the youth program wage but also well above the wage that youth are likely to have earned in the absence of the program. The variance of this estimate is also quite high.

We also derived an estimate of the "net wage expenditure per hour". This is calculated by subtracting the average participant supply price per hour from the average hourly wage (including fringe benefits) paid to the participants in our project sample. The calculation ($2.89 - $2.58) yields a net wage expenditure per hour of $.31 for the projects in our sample. This number can be interpreted as the net hourly wage that is paid to project participants over and above what would have to be paid to have an alternative supplier produce equivalent output. It should be noted that these wage expenditures include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, counseling, GED).

Assessments of the quality of the output produced by project participants were provided by individuals with experience in the project work being done. Our findings suggest that, while the quality of the output and the performance of the participants is on average slightly below that of alternative suppliers, the differences between the two groups are not great.

Our approach to the assessment of the value of project output in terms of the demand for that output has been to first distinguish between cases of output expansion, in which the output produced by participants represents additional output over and above what would have been produced in the absence of the program, and output substitution, in which the output produced by participants would have been produced by other suppliers in the absence of the program. Based on assessments from various officials and supervisors of how much of the work would have been done if the program had not been in existence, we believe that about one quarter of the projects represent complete output substitution in that the work would have been done at approximately the same scale by alternative suppliers in the absence of the project. Alternatively, about one third of the projects represent cases of output expansion in that none of the output produced by the participants would have been produced in the absence of the projects. We also found in about one third of the cases that some, but not all, of the work performed by the participants would have been performed in the absence of the program. These projects represent cases of combined substitution and output expansion. We also encountered some cases (approximately 12%) in which insufficient or conflicting evidence was available to make a judgment of this type.

Assessing the extent of output expansion and output substitution is only the starting point of the analysis. Once this is done it is necessary to determine, within each type of case, whether the value of the project output is high or low relative to its alternative supply price. To do this, we have developed a typology of value of output situations that, after dividing the projects into categories reflecting direct output expansion, substitution, or cases of combined direct output expansion and substitution, then further divides them into cases (relative to supply price) of high value, low value, intermediate value, and uncertainty. We have also identified two additional categories that we feel warrant separate mention: (1) cases in which the presence of the project participants has an effect on the productivity of regular workers associated with the project; and (2) cases that involve readily identifiable redistribution of income to recipients of the output. We provide examples, from our sample, of projects that fall in each of the categories, indicating why the project is included in the category and why it has a high or low value of output relative to supply price. Although inherently subjective to some degree, this qualitative approach has the advantage of making explicit--with understandable real world examples--the considerations that affect the value of output.

We have also included in this draft of the report several project case studies as examples of their format and content. Included in each case study is a brief description of the project; estimates of the alternative supply price, as well as explanations of how they were derived; information on the demand for the project work; data on project inputs and expenditures; and information on any other noteworthy aspects of the projects.

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I. INTRODUCTION

The Youth Employment and Demonstration Projects Act of 1977 (YEDPA), enacted approximately 15 months ago, represents a substantial increase in the Department of Labor's employment and training initiatives designed specifically for the nation's youth. Four new programs were authorized under YEDPA, which was funded at an overall level of one billion dollars for the first year. Three of these programs were authorized in addition to the existing Title III of the Comprehensive Employment and Training Act (CETA). These include the Youth Employment and Training Program (YETP), funded at $537 million; the Youth Community Conservation and Improvement Projects (YCCIP), funded at $115 million; and the Youth Incentive Entitlement Pilot Projects (YIEPP), which received $115 million. The other program, the Youth Adult Conservation Corps (YACC), was authorized under a new CETA title, Title VIII, with funding of $223 million for the first year.

In addition to the new programs funded under YEDPA, a number of CETA programs designed specifically for youth have been continued. Primary among these are the various youth work experience programs funded under Title I of CETA and the Summer Program for Economically Disadvantaged Youth (SPEDY).

Each of these programs has its own specific goals and objectives, of course. For some the basic purpose is to encourage youths to stay in or return to school. All of them hope to utilize work experience, training, and in some cases supportive services to make youth more employable and thereby facilitate their entry into the world of work. Another important objective for all of them, as with public service employment programs generally, is the provision of goods and services. Although this is not necessarily their primary rationale, assessments of the value of output produced in the programs will undoubtedly have an important role in the continuing academic and political debate over them.

This study was funded in an effort to learn more about valuing the output produced by youth program participants. Its two major specific objectives are (1) to provide preliminary information on the value of output of a sample of youth employment and work experience projects, and (2) to assess the feasibility of various strategies for valuing the output of youth projects in the future. To accomplish these objectives, we have conducted a series of pilot studies of youth employment projects, some of which were funded under YEDPA and some of which are ongoing programs funded under CETA Titles I and III.

The following set of tasks was set forth in conducting these pilot studies:

- assess the accessibility and usefulness of program data at the local prime sponsor and program operator level;
- assess procedures for estimating the supply price of the project work;
- assess strategies for obtaining information on the demand for the project work;
- assess strategies for obtaining information on project inputs, expenditures, and costs;
- investigate the determinants of project value of output and costs;
- develop methods for categorizing the nature of the work performed in the youth projects;
- determine the representativeness of the projects chosen for study.

The basic approach followed has been to first select a predetermined number of projects in each site.[1] In some cases the "project" consisted of participant crews of varying sizes, while in other cases it consisted of a single participant either working alone or in combination with regular employees. The definition of a project included the specific period over which costs and output would be measured. The next step was to obtain information that could be used to derive an estimate of the price an alternative supplier would have charged to do the work performed by the project participants during the measurement period. Wherever possible more than one estimate was derived, using different estimation methods and procedures if feasible. Project input and expenditure data were collected, as well as information about non-CETA-funded expenditures that would be needed to derive total project costs. Information was also collected on the potential demand for the project work, primarily in the form of responses by knowledgeable parties (e.g., client agency officials, project supervisors) about what work would have been done in the absence of the project. Any other noteworthy aspects of the project, particularly potential determinants of the value of output or cost, were recorded by the site analysts. Finally, any available information on the extent of this type of work activity at the site, as well as the other major types of work activity at the site, was obtained. The amount of information available inevitably varied considerably from one site to another.

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[1] In most sites three projects were selected for study. The procedures used to select the CETA prime sponsors and YACC sites, and the projects within these sites, are described in the next section.

This report presents the results of the pilot study. Section II describes the procedures used to select the sample of CETA prime sponsors and YACC sites, as well as, the procedures used to select the individual projects for study at each site. It also presents a summary of the characteristics of the project in the sample--including the number of participants and supervisors in each, the type of work performed, and the type of agency for which the work is performed.

Section III is devoted to a detailed examination of the supply price, labor productivity, and net wage expenditures of the sample projects. We begin with a discussion of the particular methods used to estimate supply price, the issues that arise in supply price estimation, and the various forms supply price estimates can take. Next the average estimates of the supply price are presented, along with the standard deviations and ranges of those estimates. Also presented are supply price estimates disaggregated by various project characteristics. Following the supply price results, estimates of the productivity of the project participants relative to that of regular workers are presented. Also included in the section are the estimates of the "net wage expenditure" of the projects (i.e., the participant labor expenditures minus the estimated price of alternative supplier labor). The section concludes with a summary of assessments (by independent estimators, project supervisors, and other knowledgeable parties) of the quality of work performed by project participants.

Section IV addresses the value of the project output from a demand perspective. After a brief discussion of our methodology, a summary of the responses of knowledgeable parties about what work would have been done in the absence of the project is presented.

Next, a typology of value of output situations is developed, with brief examples from the sample project studies presented for illustrative purposes.

Section V of the final report will address various methodological and feasibility considerations.[1] Discussed in turn will be the definition and selection of projects, the estimation of alternative supply prices, demand considerations, project inputs and costs, the categorization of the type of work performed by the project participants, the representativeness of the project work, and the extrapolation of our sample findings to the whole population of youth employment projects. In each case, we will discuss the strategies employed in the pilot study, as well as the issues and problems that arose in the data collection and analysis effort; wherever possible recommendations will be made for reducing costs and expediting the collection of project information. This methodology and feasibility discussion will lead directly into a discussion of the implications of the pilot study for future output valuation, both of youth programs and of public service employment programs in general.

The last section of the final report will consist of a representative set of case studies of individual projects in our sample.[2]

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[1] The sections on methodology and feasibility considerations and implications for future value of output work are not included in this draft of the report.

[2] This draft of the report includes only a few case studies as examples of their format and content.

The information in these case studies will be standardized to the extent possible in order to maximize their comparability. Each case study will include brief descriptions of the project; estimates of the alternative supply price as well as explanations of how they were derived; information on the demand for the project work; data on project inputs and expenditures; and information on any other noteworthy aspects of the projects.

II. PROJECT SAMPLE

The following types of youth programs[1] are included in the sample of work projects and work experience positions:

A) Existing Youth Work Experience Programs

1. CETA in-school projects (Title I projects)
2. CETA out-of-school projects (Title I projects)
3. CETA summer work projects (SPEDY)

B) Programs Funded Under YEDPA

1. Young Adult Conservation Corps (YACC)
2. Youth Community Conservation and Improvement Projects (YCCIP)
3. Youth Employment and Training Programs (YETP)

Only those Title I youth work experience programs targeted exclusively or primarily toward youth are included in the sample. Specifically excluded from the sample of youth programs are the Youth Incentive Entitlement Projects (YIEPP), the Youth Conservation Corps (YCC), and other special youth programs funded under Title III of CETA (for example, the youth programs funded under the National Program for Selected Population Segments).

In addition to the youth work projects, several adult PSE projects and/or positions were included in the sample for comparison.

PROCEDURES FOR SELECTING PRIME SPONSOR AND PROJECT SAMPLE

It should be emphasized at the outset that the sample of prime sponsors and projects is not necessarily and was not designed to be representative of the national experience with youth programs. To permit extrapolation to the national experience, the sample would have to be representative of the work performed by youth participants.[1] For a variety of reasons, this criterion was not satisfied. First, the data to formulate such a sample design--specifically the number of participants enrolled and assigned to project work--were not available at the start of the study, in part because of the concurrent start-up of YEDPA programs at the local level. Thus, the prime sponsors could not be weighted according to their size as measured by the extent of youth project work. Second, and more important, the feasibility objectives of the study called for a sample design that would enable us to confront as many different data collection and measurement problems as possible, and this led us to choose the dimensions on which we stratified the sample in order to increase the likelihood of encountering such problems.[2] Finally, certain of the prime sponsors selected were chosen by government agency officials. As a result of all this, the sample of projects in this study should not be considered representative of all project work in youth programs nationwide, and direct inferences should not be made from the particular findings of this study to all youth programs around the nation.

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[1] It is useful to remind the reader that the programs included in our sample differ with respect to the age criteria used to define youth. The YCCIP program is the most restrictive, enrolling only those between the ages of 16 and 19. YETP includes youth between the ages of 16 and 21, SPEDY is 14 through 21, and YACC is 16 through 23 years of age. The Title I programs do not provide a specific age criterion for youth, which thus varies among prime sponsors.

We originally planned to select a sample of 15 local program sites. Of these, 12 were to be CETA local prime sponsors and the remaining 3 were to be YACC centers. This proportion was based on a crude estimate of the proportion of CETA funds allocated to local programs and YACC. Later it was decided that we would go to 2 YACC sites rather than 3, reducing the overall sample of program sites to 14.

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[1] Technically, the universe from which the sample is drawn should be the total time youth program participants are assigned to project work.

[2] For example, because of the special data problems resulting from the sheer size and complicated structure of urban programs, we thought it desirable to constrain the sample to include two large cities. We also oversampled the balance of state prime sponsors, because of their geographical dispersion and multiple political units. Similarly, we wanted to oversample (with respect to their funding) the smaller types of programs, such as YCCIP, in order to ensure their adequate representation in the sample.

Although it was not our intention to select the project sample so as to be able to extrapolate the results of the study to youth programs nationally, we did attempt to make the sample of prime sponsors at least generally representative with respect to type of prime sponsor and region.[1] We first stratified the sample by type of prime sponsor, with divisions into the following categories: cities with more than 750,000 population, cities with less than 750,000 population, counties, balance of states, and consortia. Table II-1 shows the number of sample prime sponsors in each category, as well as the expected number in a sample of 12 prime sponsors based on their respective proportions in the prime sponsor population. The primary differences, as can be seen, are that we oversampled cities with more than 750,000 population and undersampled counties (relative to the numbers of prime sponsors in those categories).[2] We also added one additional site from the balance of state category and subtracted one site from the consortia category.

While we did not stratify the sample of prime sponsors by geographic region, we did order the selection process in such a way as to ensure inclusion of various geographical areas of the country. The 10

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[1] Excluded from the population of prime sponsors are special CETA prime sponsors and governmental sponsors outside the contiguous continental United States. This exclusion eliminates sponsors in Alaska, Hawaii, and all U.S. territories, as well as Native American, migrant, and four rural CEP prime sponsors.

[2] We do not, of course, have any evidence concerning the representation of the prime sponsors with respect to the amount of youth program work.

TABLE II-1

DISTRIBUTION OF SAMPLE PRIME SPONSOR BY TYPE OF PRIME SPONSOR

Type of Prime Sponsor	Total Number of Prime Sponsors[1]	Expected Number of Prime Sponsors in Sample	Actual Number of Prime Sponsors in Sample
Cities with More than 750,000 Population	8 (2%)	0 (0%)	2 (17%)
Cities with Less than 750,000 Population	58 (14%)	2 (17%)	2 (17%)
Counties	185 (42%)	5 (42%)	3 (25%)
Balance of States	42 (10%)	1 (8%)	2 (17%)
Consortia	140 (32%)	4 (33%)	3 (25%)
Total	433 (100%)[2]	12 (100%)[2]	12 (101%)[2]

[1] Employment and Training Reporter
Reference File Supplements, 11/30/77 and 1/18/78, BNA.

[2] Total may not equal 100 due to rounding.

DOL regions were combined to form 6 geographic areas for this purpose and the selection was ordered in such a way as to ensure the inclusion of at least 1 prime sponsor from each of the areas. The number of prime sponsors by area is shown in Table II-2.

Within these constraints, the prime sponsors to be included in the study were then selected randomly. These initial selections were then reviewed by the Department of Labor Field Operations staff. They recommended a number of changes in the sample, primarily to remove prime sponsors that were currently or recently had been the subjects of other employment and training research studies and to replace them with prime sponsors who had not been involved in as many (if any) ongoing or recent studies. These adjustments were made in such a way as to preserve the geographical and prime sponsor distributions that had been sought in the initial selection. In some cases, the replacement sites were selected randomly; in others, the sites were selected by DOL Field Operations staff. One YACC site was selected by the Department of Interior and the other one was selected by the Department of Agriculture. The resulting sample of prime sponsors and YACC sites is presented in Table II-3.

Selection of the individual projects to be studied was not done until the actual field visit to the prime sponsor or YACC site, both because the necessary project data were not available at the DOL national or regional office level and also because we wanted to use the most recent project or work experience position data available. We anticipated that the selection procedures would vary considerably from one site to another depending on what data were accessible at various levels of the prime sponsor operation. While this variation did occur to some extent, we were able to use similar

TABLE II-2

DISTRIBUTION OF SAMPLE PRIME SPONSORS BY GEOGRAPHIC AREA

AREA	DOL REGIONS	TOTAL NUMBER OF PRIME SPONSORS IN AREA[1]	NUMBER OF PRIME SPONSORS IN STUDY SAMPLE
East	I, II, III	125 (29%)	4 (33%)
Southeast	IV	65 (15%)	1 (8%)
Midwest	V, VII	120 (28%)	3 (25%)
Southwest	VI	46 (11%)	1 (8%)
Rocky Mountain	VIII	15 (3%)	1 (8%)
West	IX, X	62 (14%)	2 (17%)
TOTAL		433 (100%)	12 (99%)[2]

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[1] Source: Employment and Training Reporter, Reference File Supplements, 11/30/77 and 1/18/78, BNA

[2] Total percentage may not equal 100 due to rounding.

TABLE II-3

CETA PRIME SPONSOR AND YACC SITES IN THE STUDY SAMPLE

	Site Location
CETA Prime Sponsors	
Cities with more than 750,000 population	Philadelphia, Pennsylvania Houston, Texas
Cities with less than 750,000 population	Wichita, Kansas Pasadena, California
Counties	Prince William County, Virginia Marathon County, Wisconsin Solano County, California
Balance of State	New Hampshire Missouri
Consortia	Stamford/Fairfield, Connecticut Savannah/Chatham, Georgia Colorado Springs, Colorado
YACC Centers	
U.S. Department of Agriculture	Monongahela National Forest, West Virginia
U.S. Department of Interior	Bureau of Land Management YACC Camp #2562, Montana

procedures at most of the sites.[1] At all sites but one, the individual projects or positions were selected randomly.[2] In most cases, the particular project selection was based on enrollee listings available at either the prime sponsor or program operator level. In general, the procedure was to select an individual from the enrollee listing, and then to define the project to include that individual and any others who would appropriately be included in the work activity.[3] In essence this involves "building" the project around the initial individual selected. In some cases, the individual would be working on a crew of participants, in which case the entire crew would comprise the project; in other cases the individual would be working alone, in which case the project would consist only of that individual participant.

By selecting an enrollee and studying the project to which that enrollee was assigned, the probability of selecting a project depended on the number of enrollees assigned to the project. Thus, within each prime sponsor, the sample of projects studied should be representative of the work done by youth program enrollees.

The next step was to define either a unit of output or a time period within which to define the project. A unit of output was used if the project consisted of a discrete task or set of tasks that were easily separable from other tasks to be done by the participants. A time period was used if the work performed by the participant was of a continuous nature, with no set of discrete tasks discernible. The number of projects studied in a site ranged from two to five; in most sites, however, three projects were studied.

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[1] A more detailed discussion of the project selection and definition procedures will be included in a subsequent section of the final report on methodology and feasibility considerations.

[2] In Marathon County, the two projects studied were selected by the prime sponsor so that we could begin project site work as soon as possible. This was necessitated by the delay in the commencement of the contract and consequent delay in getting into the field.

[3] In some cases the definition of the project was straightforward while in other cases it required judgments on the part of the site analyst. Again, project definition will be discussed in more detail in the forthcoming feasibility and methodology section.

In summary, the sample design utilized to select the sites and projects for the pilot studies does not meet the technical requirements necessary to permit quantitative inference of study findings to all youth programs for four reasons: (1) the project sample size is small (42); (2) it is clustered in a small number of prime sponsor and YACC sites; (3) the prime sponsors were not weighted by the amount of youth program work done; and (4) not all prime sponsors were selected randomly. The sample of prime sponsors and YACC sites is mixed, with some selected randomly and others judgmentally. It is, however, generally representative across geographic regions and types of prime sponsor, so that we believe we have confronted most of the important feasibility issues. The sample of projects within prime sponsors and YACC sites was in almost all cases selected randomly, both with respect to the program operator responsible for the project or position and to the project or position within program operator.

CHARACTERISTICS OF THE SAMPLE PROJECTS

Before turning to the question of value of project output, it is useful to examine several characteristics of the youth projects in the study sample.[1/] These characteristics cover a number of different

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[1/] The discussion in this section on sample project characteristics covers only youth projects (including YACC projects); the six adult PSE projects have been excluded from consideration.

dimensions, some of which are potential sources of variation in the value of output while others simply provide an indication of the representativeness of the sample.

Type of Youth Program. Table II-4 presents the distribution of sample projects by the type of youth program in which they are found. The programs, as noted earlier, include both those newly created under YEDPA and those that are continued under the original CETA. Whether or not the distribution of projects across types of programs is similar to the corresponding distribution in the population of youth projects is impossible to determine with any degree of precision.[1] In the first place the distribution of FY 1978 funding for Title I youth work experience programs is based on crude estimates, as explained in the footnote to the table. Second, and more important, the funding levels may bear little relationship to the number of "projects" in each program, because of the possible differences among programs in both the definition of "projects" (i.e., number of participants) and the number of participants served within their respective funding levels.[2]

In general, our impression is that we have oversampled YCCIP projects and undersampled the summer employment projects funded under SPEDY but that the porportion of other types of projects in the sample is fairly close to their distribution in the overall population of youth programs.

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[1] It should also be pointed out again that in a full study of the value of youth project output it is not the universe of projects that the sample should represent, but rather the universe of some measure of participation, such as hours worked or slots filled. This distinction is an important one, since efforts to make the sample representative in terms of projects will result in oversampling small projects.

[2] The programs may differ, for example, in the proportion of full-time vs. part-time participants, in wage rates paid, in seasonal enrollment, etc.

TABLE II-4

DISTRIBUTION OF SAMPLE PROJECTS BY TYPE OF YOUTH PROGRAM

Type of Program	Funding in FY 1978 ($ thousands)	Number of Projects in Sample
Title I Youth Work Experience	157,500[1] (10%)	4 (11%)
SPEDY	700,000 (44%)	9 (25%)
YETP	402,500 (25%)	9 (25%)
YCCIP	86,250 (6%)	8 (22%)
YACC	233,000 (15%)	6 (17%)
Total	1,579,250 (100%)	36 (100%)

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[1] This is an estimate of the 1978 level of funding for Title I youth work experience programs exclusively or primarily targeted for youth. It was calculated by multiplying the expected 1978 funding allocated to prime sponsors for all Title I activities by the percentage of total Title I FY 1977 expenditures for work experience programs; multiplying this figure by the percentage of total FY 77 Title I enrollees who were youth; and multiplying this figure by an estimate of the percentage of all Title I youth work experience programs that are designed exclusively or primarily for youth. Since no data are available on this last percentage, we used an arbitrary 50% as the estimate.

Source of funding levels: Employment and Training Reporter
Reference File Supplements, 11/30/77 and 1/18/78 BNA.

The undersampling of SPEDY projects was primarily due to the impossibility, within the constraints of the sample size, of studying a large number of SPEDY projects and still include an adequate number of other types of project. The oversampling of YCCIP projects was largely a result of the fact that Title I youth work experience projects and YETP projects appeared to decline in numbers during the summer (probably due to the transfer to SPEDY), while YCCIP exhibited more stability during this period. Also, by replacing SPEDY projects with YCCIP projects we were able to hold the other project types approximately at their proportions in the project population as a whole.

Type of Program Operator. As shown in Table II-5, one-half of the projects in the study sample are operated by nonprofit organizations as opposed to some form of local governmental unit.[1] Three projects in the sample are operated by school districts; nine are operated by other local government agencies; the remaining six projects are at YACC centers.

Public Service Area. Table II-6 presents the distribution of the sample youth projects across the various public service areas that are used in describing CETA PSE projects.[2] The largest number of projects in the sample were associated with educational institutions or some type of social service agency. Most of the projects at educational institutions consisted of custodial projects; those at the social service agencies varied considerably in terms of the type of work. Except for the six YACC projects, which

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[1] The procedures used to select the projects within each prime sponsor or YACC site weighted the sample by number of participants enrolled. Therefore, the distributions shown in this and all subsequent tables in this section are, for the prime sponsors studied, representative of participant enrollment time, not projects.

[2] Public service areas correspond in most cases to the nature of the organization being served by the project, or at which the work site is located.

TABLE II-5

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY TYPE OF PROGRAM OPERATOR

Type of Program Operator	Number of Projects in Sample
Local Government Agency	12 (33%)
Nonprofit Organization	18 (50%)
YACC	6 (17%)
Total	36 (100%)

NOTE: The program operator is defined as the agency or organization designated by the prime sponsor, usually through a subgrant or contract, to operate the youth program for a particular geographic area, political jurisdiction, or target population. Frequently, the operator will designate other organizations or subunits of its own organization to serve as "worksites" and supervise the projects or enrollees.

TABLE II-6

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY PUBLIC SERVICE AREA OF PROJECT

Public Service Area	Number of Projects in Sample
Education	9 (25%)
Health & Hospitals	3 (8%)
Social Services	9 (9%)
Environmental Work	7 (6%)
Public Works	8 (3%)
Recreational	11 (2%)
Other	4 (11%)
Total	36 (100%)

are included in the environmental category, the other projects range over a variety of types of institutions.

Types of Work Activity. In addition to the public service areas discussed above, we have also attempted to group the projects in the sample into various types of work activities. The following six categories appear to be a useful way of grouping the type of work activity: secretarial/clerical, building renovation/repair, land and grounds maintenance, custodial, vehicle repair and maintenance, and other. The distribution of youth projects in the sample across these six types of work activity is shown in Table II-7. The largest single category, with almost one-third of all the sample projects, is land and ground maintenance/renovation. This category includes such activities as park maintenance and grounds keeping, lawn mowing, and lot clean-up, as well as all of the YACC projects. Even without the YACC projects, this category represents a substantial amount of the total work examined in the pilot studies. The next largest category, representing one-sixth of all the projects examined, was custodial work.[1] Much of the work activity associated with previous youth employment and work experience programs has been in this area, and there appears to be little decline in the concentration of youth programs in this work activity. A similar statement could be made about secretarial/clerical category, which has typically been well represented in youth projects and accounts for about 10% of the projects in this study. The five projects in the building renovation/repair category were primarily weatherization and various repairs to private homes and public housing projects. The "other" category can perhaps best be described simply by listing the various work activities in

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[1] All of the custodial projects in our sample were located in schools.

TABLE II-7

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY TYPES OF WORK ACTIVITY

Type of Work Activity	Number of Projects in Sample
Secretarial/Clerical	4 (11%)
Building Renovation/Repair	5 (14%)
Land and Grounds Maintenance	11 (31%)
Custodial	6 (17%)
Vehicle Repair/Maintenance	2 (6%)
Other	8 (22%)
Total	36 (100%)

the group: laundry workers in a hospital, a day care center worker, an instrument preparation assistant at a clinic, a children's program specialist at a library, a paralegal aide and community liaison in a legal service agency, a warehouse worker in an armed forces distribution center, a baggage handler at an Air Force base, and performers in a musical play.

Discrete vs. Labor Service Projects. Table II-8 presents the number and percentage of sample youth projects that are classified as discrete projects and labor service projects, respectively. Discrete projects are those that consist of a finite work activity or set of work activities, such as renovating a house or building or constructing an enclosure around a spring in a park or cleaning up debris from an empty lot. Projects of this type represent slightly more than one-third of all of the youth projects

TABLE II-8

DISTRIBUTION OF SAMPLE PROJECTS BY DISCRETE VS. LABOR SERVICE PROJECTS

Type of Project	Number of Projects in Sample
Discrete	11 (36%)
Labor Service	23 (64%)
Total	36 (100%)

in the sample. The other two-thirds of the sample youth projects consist of projects or positions in which a set of labor services are provided on a continuing or recurring basis. Included in this category are such activities as custodial work, secretarial or clerical services, as well as the various laundry, warehouse, and baggage handling work mentioned above. The primary importance of the distinctions between these two types of projects, as already mentioned, relates to the method used to value the project output, and the types of outputs and costs included in the project definition. We will return to these distinctions in the sections that follow.

Participants' School and Work Time Status. Two-thirds of the YETP, Title I, and YCCIP projects that were studied enrolled youths who were not in school (Table II-9). About one-quarter enrolled youths who were in school, while two projects (about 10% of the sample) enrolled both in-school and out-of-school youths. One reason for the large number of out-of-school projects is undoubtedly that the field effort of the study was concentrated largely in the summer months.

Table II-10 shows that approximately two-fifths of the projects in the sample consisted entirely of school dropouts while slightly over

TABLE II-9

DISTRIBUTION OF YETP, TITLE I, AND YCCIP PROJECTS BY PARTICIPANT STATUS IN-SCHOOL, OUT-OF-SCHOOL

Participant Status	Number of Projects in Sample
In-School	5 (24%)
Out-of-School	14 (67%)
Both	2 (10%)
Total	21 (100%)

TABLE II-10

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY WHETHER OR NOT THEY SERVED SCHOOL DROPOUTS

Participants Are School Dropouts	Number of Projects in Sample
No Dropouts in Project	13 (52%)
Project Serves Both Dropouts and Students	2 (8%)
Project Consists of All Dropouts	10 (40%)
Total[1]	25 (100%)

[1] Excludes two cases where information is not available.

NOTE: This table excludes summer (SPEDY) projects.

one-half of the projects included no dropouts. In two-thirds of the projects in the sample, the participants were enrolled full-time (Table II-11). This does not mean in all cases, however, that they were actually working full-time, since some of the projects combine work activities with other education and training components.

Number of Participants. The distribution of youth projects in the sample by number of participants is shown in Table II-12.[1] About one-fifth of the "projects" in the sample consisted of a single participant. In all cases these projects consisted of an individual working in some type of work experience position. At the other extreme, one-third of the projects in the sample included six or more participants. Most of these consisted of a crew of participants working together on a specific work activity rather than simply a number of participants in individual work experience positions of a similar nature at the same work site. As expected, the YCCIP projects tended to have more participants than the other types of youth projects.

Supervisory Ratios. As Table II-13 reveals, there was considerable variation across sample projects in the ratio of supervisors to participants.[2] In only one project was the ratio less than one supervisor to ten

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[1] As noted above, the sample of projects studied is designed to be representative of the time spent by participants working on projects, not of "projects." Thus, the proportion of small "projects" is undoubtedly smaller than that shown in Table II-12, but these small projects account for a smaller amount of participant work time than the larger projects.

[2] The supervisor-to-participant ratio in youth employment projects must be interpreted very cautiously for a number of reasons. One important problem is the ambiguity associated with the definition of supervisor. We have defined supervisor to mean the person(s) with direct and primary responsibility for supervising participants; persons with only occasional or infrequent participant responsibility are not included. Also, the supervisor/participant ratio is not always an accurate measure of the "intensity" of participant supervision, since the supervisor may also have substantial nonproject supervisory responsibilities.

TABLE II-11

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY FULL-TIME, PART-TIME PARTICIPANT STATUS

Full-Time, Part-Time Status	Number of Projects in Sample
Full-Time and Part-Time Status	0 (0%)
Full-Time Only	24 (67%)
Part-Time Only	12 (33%)
Total	36 (100%)

TABLE II-12

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY NUMBER OF PARTICIPANTS

Number of Enrollees	Number of Projects in Sample
1	7 (19%)
2	8 (22%)
3-5	9 (24%)
6-9	8 (22%)
10 or more	4 (13%)
Total	36 (100%)

TABLE II-13

DISTRIBUTION OF SAMPLE YOUTH PROJECTS BY SUPERVISOR/PARTICIPANT RATIO

Supervisor/Participant Ratio	Number of Projects in Sample
Less than 1 to 10	1 (3%)
Between 1 to 10 and 1 to 4	13 (36%)
Between 1 to 4 and 1 to 2	10 (28%)
Between 1 to 2 and 1 to 1	3 (8%)
1 to 1	7 (19%)
Greater than 1 to 1	2 (6%)
Total	36 (100%)

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participants. In over one-third of the projects, the ratios were between 1 to 10 and 1 to 4. But one-third of the projects were characterized by a very high ratio of supervisors to participants (1 to 2 or above), and almost 20% of the projects had one supervisor for every participant. The latter result is not surprising given the number of cases in the sample in which a single participant made up the "project".

III. ALTERNATIVE SUPPLY PRICES, LABOR PRODUCTIVITY, EXPENDITURES, AND OUTPUT QUALITY

This chapter focuses on estimates of the price that would have to be paid to have an alternative supplier produce the output that was produced by youth project participants. We first provide an overview of the supply price measurement strategies employed in the study, including a discussion of the issues, assumptions, and problems in the measurement and analysis of supply price. Next we define the various measures that can be used and briefly discuss the appropriateness of each one depending on the particular question to be answered. Following that, we present the alternative supplier's price estimates, both for all the youth programs in the sample and for several disaggregations. The last part of the chapter discusses the findings with respect to the productivity of project participants relative to the alternative supplier labor, the average net labor expenditures of the youth projects in order to produce the output, and quality assessments of the output produced by the youth work projects.

Before proceeding, however, it is important to draw a distinction between the alternative supply price of the project output and the value of that output to society. The value of output to society depends on two things: (1) the amount of output produced, and (2) the extent to which society values that output. If the value of output produced by a project is low, this can be so either because the program fails to produce much output or because the output produced is not highly valued. Public employees who dig ditches and fill them up again, for example, may do so very productively, digging many ditches per day. The output produced, however, would not ordinarily be valued very highly. Park maintenance,

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in contrast, may be an activity society values, but a maintenance crew that spends all its time waiting around will not produce much output (highly valued though it is).

Quantitative estimates of the value society attaches to the output produced are difficult to make and require assumptions that are inherently controversial. The alternative supplier's price for equivalent output has the advantage of being both clearly defined and measurable. Moreover, under reasonable assumptions, the alternative supplier's price is an upper bound on the value of output to society. The issues that arise in moving beyond the supply price to other measures of the value of output are discussed in the next chapter.

SUPPLY PRICE MEASUREMENT STRATEGIES[1/]

Although by no means straightforward, it is usually possible to derive estimates of the price that an alternative supplier would charge to produce the same output that is produced by program participants. A number of different methods have been developed to derive these estimates including, among others, the use of an independent appraiser or contractor who is familiar with the specific type of work undertaken by the project, the use of production standards (that is, standards of work productivity for specific industries, often in published form, indicating how much time is on average required to complete tasks) to estimate the cost of having the work done by alternative suppliers, and the use of labor productivity comparisons between the project participants and regular employees performing the work. It is also true that, in practice, there is no single

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[1/] The discussion in this section draws heavily on MPR experience with the Supported Work and Job Corps evaluations, as well as this study of youth projects.

alternative supply price--the variation in actual prices charged by regular market suppliers for apparently similar output is quite large. In previous research we have identified four major sources of variation.

An obvious and important source of variation is differences in the output provided--particularly with respect to quality. We have found, both in previous studies and in this one, that the activities engaged in by project participants were subject to rather wide differences in output quality. This variation particularly affects activities will ill-defined outputs, such as building and grounds maintenance, although it also affected to some degree projects with better defined output, such as construction and renovation work.

A second, related, source of variation involves nonperformance of contract specifications. Sometimes low supply prices are achieved through nonperformance--that is, doing enough of the specified task to retain the contract but not performing all of them according to the stipulations of that contract. In some cases, of course, the nonperformance is total, in which case the firms perform so poorly that the contract is terminated and eventually the firm goes out of business.

A third source of variation is the existence of market imperfections that lead to segmented markets. An example of this is the case of unions raising wage rates above the nonunion level. Two segments of the same market can then coexist, with each specializing in different types of work (and perhaps providing different levels of output quality) but also overlapping to some degree. Another example is the existence of government civil service regulations that may artificially raise wage rates in the government sector even in the absence of unionization. Yet another, frequently encountered, source of market segmentation involves the existence of both a formal and an informal market. The formal segment is characterized by larger organizations specializing in larger jobs with more formal contractual agreements and generally higher prices. The informal sector is characterized, in contrast, by small organizations--sometimes referred to as "mom and pop" firms--with low overhead operations and generally lower prices.

Finally, it is our impression that considerable price variations remain even after these three sources of variation have been controlled for, probably because of imperfect information. For large jobs, it is possible for the customer to solicit bids or hire a professional estimator to check against quoted prices, making it necessary for the supplier to make precise bids that are as low as possible; for small jobs this is less likely, however. The buyer does not have the incentive to incur the costs of acquiring information about market prices. Likewise, the supplier does not have the incentive to construct a precise estimate and, knowing a customer's likely ignorance, is more likely to base the estimate on the customer's willingness to pay. There is also the possibility of misinformation on the supplier's side as well, which could lead to a systematic underpricing with consequent lower profits.

Project Definition

Establishing the definition of a project to be studied is critical because the estimates of alternative supply price,1/ project inputs, and project costs must all be related to each other using comparable data, i.e., data that relate to the same time period and set of activities. Although

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1/ Alternative supply price, supply price, and alternative supplier's price are used interchangeably throughout this report.

defining a project might seem to be a straightforward and relatively simple task, in practice defining a project in such a way that the alternative supply price and project inputs and costs can be estimated within a common definition can be quite complicated and difficult, and the errors that arise can be quite subtle.

The definition of a project for purposes of analysis has two primary dimensions. The first is the number and extent of activities covered. For example, a construction project might be defined as the rehabilitation of a number of houses, one house, or simply one component of the rehabilitation (such as painting the interior) of one or a number of houses. The second is the length of time the project is studied, sometimes referred to as the measurement period. This can range from less than a day, to a month, or even a year.

Which dimension dominates in a particular case depends in large part on the type of project under investigation. For discrete projects (such as construction), where the project consists of a finite set of work tasks, the project is often defined in terms of an activity or set of activities. In labor service projects (like clerical services or grounds maintenance),where similar tasks are performed repeatedly, there is usually no finite set of activities on which to define the project, and a particular time period must be chosen instead. Often in these cases the project definition (i.e., measurement period) must be based largely on the time period for which project input and expenditure data are available. In general it is better to define these projects as broadly and over as long a period as possible, both to incorporate more work activity and to reduce the effect of measurement error.[1] It should be noted that in some cases, especially those involving continuous labor service projects, the period of study is arbitrary, so that two projects engaged in the same type of work activity may be defined over different measurement periods.

Supply Price Estimation Methods

While the estimation of the price an alternative supplier would charge to produce the output produced by project participants appears simple to define and measure, in practice a variety of measurement strategies can be employed. There are, as well, a number of important conceptual and practical issues and problems in the estimation process. The methods that are used to estimate supply price in this study are based on those developed by Friedman (1977) and refined and expanded in the Supported Work and Job Corps evaluations. The two primary estimation methods used are independent estimates (sometimes supplemented with production standards) and relative labor productivity. Each one of these methods is briefly described below.

Independent Estimates. Although the output produced by youth project participants is not actually sold in the market, independent estimators can be used to provide an estimate of what an alternative supplier would have charged to produce the same output. A variety of different types of estimators can be used. In most cases a professional contractor or professional estimator or appraiser experienced in the kind of work being done provides the estimate. Sometimes, however, public officials with experience purchasing the output or supervising staff producing the output for the government can do the estimation. And sometimes individuals with experience in the industry, including the program or work site supervisor, may be qualified. The estimator typically inspects the work site and, where appropriate, in some cases utilizes blueprints and/or job specifications made available by the project staff.

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[1] In general, the broader the project definition the lower the measurement error, because a broader definition reduces both the observation effect and the relative importance of measurement error at the boundaries of the project. For example, a one-day error in estimating participant's labor input is far more significant for a project covering one week than it is for one covering a month, or a full year.

While the independent estimation has a number of advantages, there are also a number of problems in its use. Some of these problems are operational, such as the length of time it takes to locate and engage the services of the estimator and the fact that their estimates are not always provided promptly, delaying the completion of the reports. Others are more serious, however. One problem is that of quality adjustments and the inability of the estimator to provide an estimate of a job that he or she would have done substantially differently from the way it was done by the project participants. Yet another important problem is that the estimates provided in some cases cannot be disaggregated into various components of the estimate, such as overhead, profit, labor, and materials and equipment. The need to disaggregate estimates into these components is discussed further below. The problems that emerge in using independent estimates in supply price estimation will be considered in more detail in the discussion of methodological and feasibility considerations.

In a few cases the independent estimates were supplemented by or partially constructed from the production standards described earlier. Those standards provide consistency across projects in a particular industry and enable the analyst to control the disaggregation of the estimate and calculate as much detail as needed. Although they are often difficult to use by someone who does not have experience in the industry and although specification is inherently ambiguous in some cases, they can be used effectively in cases where the independent estimate does not cover all components of the project.[1/]

Relative Labor Productivity. The relative labor productivity method is a strategy for estimating an alternative supplier's price for labor service projects in which the project participant typically supplies only the labor. The general strategy is to estimate the productivity of the project workers relative to regular workers who would perform the task; to multiply this relative productivity estimate by the amount of time participants spent on the project to obtain an estimate of the amount of time regular workers would have taken to perform the same task; and then to multiply the resulting estimate of the amount of time regular workers would have taken by their wage rate (marked up for fringe benefits). While obtaining estimates of the appropriate wage and fringe benefits rates and participant labor inputs sometimes present problems, it is the relative productivity estimates that are typically the most difficult to obtain and the most prone to measurement error.

The various methods used to estimate relative productivity can vary substantially from being quite objective to being highly subjective. In some cases, for example, it is possible to measure the actual output produced by program participants and obtain an assessment of the length of time it

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[1/] For example, we used flat rates (a form of production standards) to derive estimates of the time it would take to perform various mechanical repairs to automobiles in estimating the supply price of an auto mechanic's project for which we knew the labor rate per hour but not the length of repair time.

would take regular employees to produce the same amount. In other cases, the analyst is forced to rely only on a general assessment of the productivity of the participants compared to the regular workers to derive an estimate of the time required to produce the output by regular workers. In situations where regular workers were formerly engaged in identical or similar tasks to those performed by project participants, it is possible to compare the time previously required by regular workers to perform the task with that required by participants.

In a few cases project participants are subsequently hired by the work site agency, on an unsubsidized basis (i.e., at the "roll-over" wage), in an identical or very similar position to those that they held while they were in the youth programs. In these cases the "roll-over" wage (i.e., the beginning unsubsidized wage) can be used to estimate relative productivity on the assumption that, since these agencies can presumably choose to hire regular workers at the same wage rate, the relative productivity of the ex-participant is equal to that of entry level regular workers.

Issues, Assumptions, and Problems in the Measurement Process.

A full treatment of the various issues, assumptions, and problems that inevitably arise in deriving estimates of the alternative supply price is reserved for the final report. Nevertheless, it is important before turning to the results of the supply price analysis to discuss briefly some of them so that the reader can at least be aware of their existence and treatment in the findings that follow. Obviously not all of the issues are discussed here. Indeed, each project analyzed produced different issues and problems, most of which required us to make assumptions of one sort or another; it is simply impossible to standardize the analysis across all projects. The discussion here is restricted to problems that are either common to all the projects examined (i.e., general methodological issues) or emerged in more than one project.

The Appropriate Supply Price. As we noted earlier in this chapter, there are often a number of alternative supplier's prices because there are often several suppliers with the same output. In cases like this, which is the appropriate price to choose? There are two main alternatives: (1) the most likely alternative supplier and (2) the low cost alternative supplier (i.e., the person or persons who would supply the output at the lowest price while still remaining a credible provider of--i.e., reasonably likely to deliver--output of equivalent quality). On the one hand, the most likely supplier's price provides a more accurate indication of what the situation would actually be in the absence of the youth program. On the other hand, the existence of different alternative supply prices probably reflects some type of market imperfection. The low cost supplier's price has the advantage of not reflecting this source of inefficiency.[1] These are not merely academic concerns, since in many of the cases we encountered the most likely alternative supplier would have been public employees, whose costs to produce the output can be quite different from those of the low cost alternative private sector supplier.

We have chosen the most likely alternative supplier price rather than the low cost supplier price since our intention is to estimate as accurately as possible the actual cost to produce the output if it had not been produced by the project participants.[2] We should note, however, that in several cases the most likely supplier in the absence of the youth project would have been other workers funded through CETA. In these cases we did *not* use the CETA worker as the alternative supplier because there is no reason to believe that the wage paid to the CETA worker--which is often a wage established by the program, involving an explicit federal subsidy--is an accurate measure of productivity.[1] Instead, we used the unsubsidized regular employee or employees who would be most likely to perform the work in the absence of both the youth project and the CETA program.

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[1] As we shall see in Chapter IV, isolating the price effects of market inefficiency becomes important in estimating the value of output in cases where the output produced substitutes for output that would have been produced in any case--thus freeing resources for employment elsewhere in the economy. The value of the freed resources should not include any part of the alternative supplier's price that is due to a market inefficiency.

[2] Given the high variance in the estimates and the sources of that variance (discussed above), the two definitions may not be very different. And, in practice, neither the most likely nor the low cost alternative supplier is always obvious.

The Treatment of Output Quality. The treatment of quality is a particularly thorny issue in the estimation of alternative supply price. In some cases inferior (or superior) project output quality relative to that which would have been produced by an alternative supplier can be taken into account in a quantitative supply price estimate, especially in cases where the production of the output at lower (or higher) quality would have required less (or more) time by the alternative supplier. But in many cases, differences in quality are not quantifiable (or always even identifiable) if they involve structural quality differentials. And, on occasion, independent estimators simply could not quantify the quality differential because they could not conceive of doing the work the way it was done in the project. We have attempted to incorporate quality differences in the supply price estimates in cases where quality differentials have a direct and easily quantifiable effect on the actual time required to produce the output. Thus, we requested that independent estimators or those assessing relative labor productivity provide their estimates in terms of the output as close as possible to that which was produced by the program. Quality differences that are not quantified, then, are treated separately through a series of quality assessments, in most cases performed by the same persons who provided the estimates or labor productivity comparisons.

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[1] In many cases, of course, the CETA worker is paid the prevailing wage for that particular position or type of work, but even in these cases there is not typically the presumption that the wage accurately reflects the productivity of the CETA worker, particularly if they have little experience in that position.

Treatment of Volunteers as Alternative Suppliers. We encountered several situations in which one possible alternative supplier would have been volunteers. (In only one case, however, was a volunteer the most likely alternative supplier.) The derivation of a supply price estimate in these cases is not straightforward. The appropriate supply price would be the opportunity cost of the volunteers' time, but this is difficult to measure: it could be zero, it could be the average wage rate for that type of work, or it could be an even higher wage rate. Unless we have specific information about the particular individual performing the services on a volunteer basis, we have chosen the second alternative--the average wage rate in that area for that particular type of work as the opportunity cost of the volunteers' time and, therefore, the supply price.

Selection of a "Best" Estimate. In almost all the projects we studied, more than one estimate of the alternative supply price was made. In many cases one of these estimates was quite clearly superior to the others, usually because it represented the obviously most likely alternative supplier. Wherever possible we used the most likely supplier estimate as the "best" estimate (i.e., the estimate to be used in the overall analysis). Only in cases where this estimate had serious deficiencies which were not shared by other estimates did we deviate from this principle. We also used a single estimate as the best estimate wherever possible, although in a few cases we found it more appropriate to average two or more estimates in order to arrive at the estimate used in the analysis.

DIFFERENT FORMS OF THE SUPPLY PRICE

We have been proceeding up to this point as if there were a single supply price number. In fact, there are several different forms of the supply price, depending on the particular question one seeks to answer and what the estimates are being compared to.

It is useful to begin this discussion with a brief digression to note the basic motivation for estimating the value of project output. If the objective of the study is to conduct a project by project analysis (i.e., if the project is to be the unit of observation),[1] then the estimate of the alternative supplier's price for the project output must be compared with some measure of project inputs, such as costs or expenditures.

Several comparisons are potentially interesting in this regard. For example, we might want to compare the total supply price of the project--including participant and supervisor labor, all materials and equipment, and overhead associated with the project--with the corresponding measure of the total project cost or expenditure to produce the output. This comparison provides information about the total project inputs required to produce the output, relative to the total inputs that would be required by the alternative supplier to produce the same output. It is the most comprehensive of the relevant comparisons.

Alternatively, or in addition, we might be interested in comparing the labor and materials inputs (but not associated overhead) required by the project with those required by alternative suppliers to produce the same output. One reason for excluding overhead from the analysis is that, in many cases, the overhead of a youth program is associated with numerous activities undertaken in the pursuit of several program objectives, in addition to the production of useful output. In such cases the relevance of the comparison of project and alternative supplier overhead is questionable, and the method of isolating that part of the joint overhead that is associated with the project output is often arbitrary.

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[1] Not all evaluations will include a project by project comparison of supply price and project costs or expenditures. In some cases the average supply price estimates are included in the vector of total program benefits (including postprogram earnings, increases and other benefits) and the total benefits are then compared to total program costs or expenditures. This is the case, for example, in the evaluation of the economic impact of the Job Corps program currently being conducted by MPR.

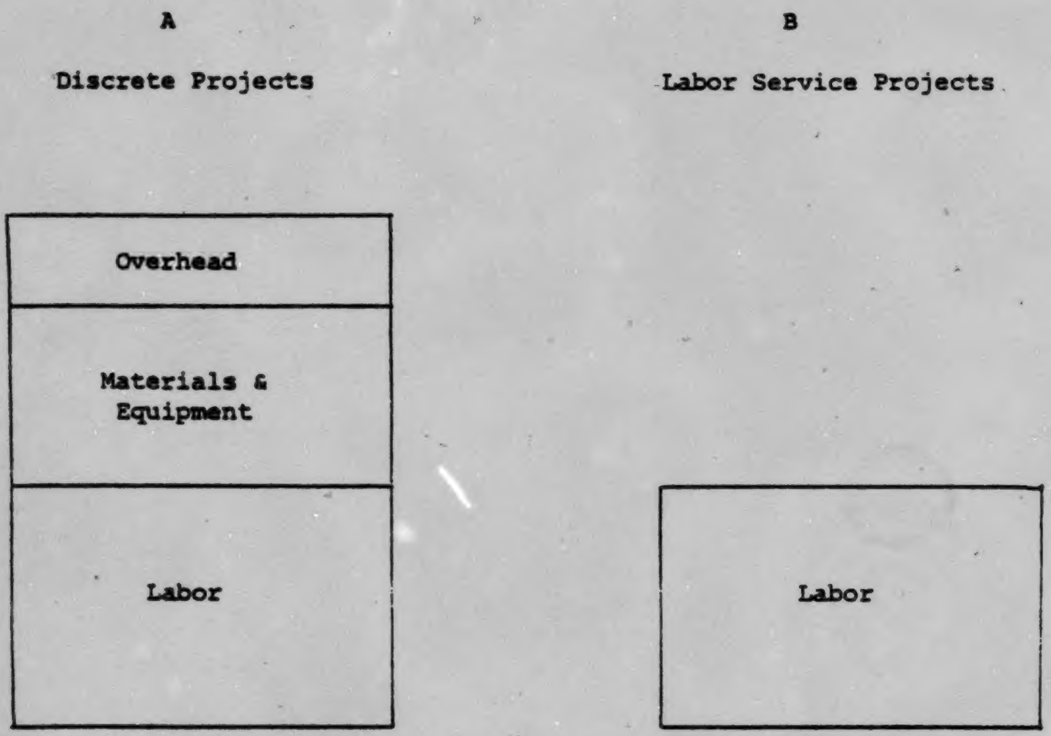
The most direct comparison involves the respective labor inputs required by the project and by an alternative supplier to produce the same output. Here again, however, we can divide the comparisons into two types. We might be interested, for example, in comparing the total labor input, including participants and supervisory staff, required by the alternative supplier to produce the output with the corresponding total labor inputs required by the project. However, the comparison that is most directly relevant to the assessment of the project participants is to examine the participant labor inputs and the alternative supplier labor inputs, excluding supervision in both cases. As discussed more fully below, this comparison, while probably the most meaningful, is not always straightforward; in many cases it required indirect construction of measures of the portion of the alternative supplier's output that is produced by project participants.

There are four alternative forms of the supply price, each corresponding to one of the types of comparisons noted above, that are relevant for the purposes of this study: (1) the total supply price, with overhead included; (2) the total supply price, with overhead excluded; (3) the total labor supply price; and (4) what we term the project participant supply price. Each of these forms is discussed below. In doing so, we think it useful to distinguish, as we have earlier, between two major types of projects--discrete projects, and labor service projects.

In the case of discrete projects, three of the four supply price forms that we have delineated above can be explained with the aid of the rectangle in Figure III-1A.

FIGURE III-1

COMPONENTS OF ALTERNATIVE SUPPLY PRICE


A
Discrete Projects
B
Labor Service Projects
Overhead
Materials & Equipment
Labor
Labor

Total Supply Price, with Overhead Included. The total supply price, as the name implies, is the total amount that would have to be paid an alternative supplier in order to produce the output produced by the proper participants. It includes labor, materials and equipment, as well as overhead and profit, and is represented by the entire rectangle, Figure III-1, panel A.[1]

Total Supply Price, with Overhead Excluded. The total supply price excluding overhead is the total price for labor and materials and equipment that would have to be paid an alternative supplier to provide the output that is produced by project participants. It is represented in Figure III-1, panel A, by the two bottom sections of the rectangle.

Total Labor Supply Price. The total labor supply price is the amount that would have to be paid an alternative supplier for the labor to produce output produced by program participants.

The major difference between this supply price and the first two is, of course, that materials and equipment are not included in the supply price. The total labor supply price is represented in Figure III-1 by the bottom section of the rectangle in panel A.

There are three reasons, one general and two specific to this study, why all three measures of supply price are necessary. The general reason is that in the case of labor service projects the supply price is usually restricted to the price of the labor only. (This case is represented by the smaller rectangle in panel B.) The cost of materials and equipment and overhead is usually not included in the estimate. This means that even in the case of discrete projects, the total labor supply price is useful because it is the only form of the supply price that can be readily compared with the labor service project supply prices.

This should not be taken to mean, however, that there are no materials and equipment and overhead costs associated with the alternative supply of labor service project work. In some cases, in fact, it may represent a nontrivial portion of the price and, more important, may lead to a substantial difference between the alternative supplier cost and the project cost of these items. It is usually omitted from labor service alternative supply estimates, however, because it is quite ambiguous and difficult to identify.

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[1] Profit is not treated as a separate category in the diagram or the discussion of supply price components. Rather it is considered part of each of the other three components, labor, materials, and overhead.

The first of the two reasons specific to this study is that deriving estimates of the overhead cost and expenditures of the youth work projects proved to be virtually impossible within reasonable cost and time constraints. Consequently, it was necessary to derive estimates of the discrete project total supply price without overhead in order to permit comparisons with direct costs and expenditures of the youth projects. Second, most of the projects were labor service projects which, as noted above, typically incorporate only the labor factor in the supply price. Consequently, again for comparison purposes, the total labor supply price is the relevant one, even for discrete projects.[1]

The fourth supply price--the project participant supply price--is defined as the total labor supply price minus the cost of the project supervision. It is not shown in the diagram because it must be constructed from supply price and project expenditures data. The objective of this supply price measure is to derive an estimate of the amount that would have to be paid an alternative supplier to provide the output that was produced specifically and exclusively by the project participants, as opposed to the output produced by others associated with the project, such as the supervisor(s). It is constructed by subtracting project supervision cost, rather than alternative supplier supervision cost, because the labor input mix--that is, the mix of workers and supervisors--of the alternative supplier may be quite different than the corresponding labor input mix of the project. Using the method noted above, the entire labor supply price of the alternative supplier can be measured and then "adjusted" to remove that portion of the output produced by the project supervisor.

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[1] While the cost of materials and supplies is usually easily identifiable in the independent estimates, and therefore relatively simple to subtract, subtracting out the overhead is quite another matter. Not only was the overhead component combined with the other components in most cases, but (a) we found as many different overhead rates as there were independent estimators, and (b) in several cases estimators simply could not provide an overhead rate.

The project participant supply price, thus, provides an estimate of the supply price value of output of the work produced by the project participants. When divided by the project participant labor input (i.e., the number of participant hours), it can be compared to a compensation rate (i.e., wage plus fringe benefit). In essence, then, it is the closest measure available to the concept of the hourly productivity of participants.

All four measures of supply price are presented in the next section. However, it is the project participant supply price (usually expressed in per hour form), and to a lesser extent the total labor supply price, that are used most frequently in the presentation of results.

ALTERNATIVE SUPPLY PRICE ESTIMATES

This section presents the preliminary pilot study findings with respect to alternative supplier's price estimates. We first present the average supply price estimates in each of the four forms explained in the previous section. Then we present more detailed findings on the total labor supply price per project hour and the project participant supply price per project participant hour.[1]

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[1] See footnote 1 to Table III-1 for definitions of project hour and project participant hour.

Overall Averages

Table III-1 presents the overall average estimates of the alternative supplier's price, in each of the four forms specified above, for the youth projects in the sample. It can be seen from the table that the average total supply price per hour including overhead is not much higher than the corresponding supply price excluding overhead. This is because overhead figures were available in very few cases (four) which, in turn, is primarily due to the aforementioned high percentage of labor service projects in the sample. Similarly, the relatively small difference between the average total supply price and the average total labor supply price is because there were few projects in which materials and equipment costs were part of the supply price, again due to the high percentage of labor service projects.

The difference between the total labor supply price and the project participant supply price is the estimated contribution to project output of the supervisor which, as noted, is subtracted from total labor supply price in order to derive an estimate of the output produced only by the project participants. The importance of adjusting for project supervisor contribution to output is reflected in the size of the differential in total labor supply price and project participant supply price. On the average, this contribution ($0.64 per hour) represents 20% of the total labor supply price per hour.[1/]

[1/] The adjustment for supervisor contribution to output is also the reason that it is possible to have a negative project participant supply price, as can be seen by the minimum value in Table III-1. A negative value means that the estimated contribution of the project supervisor to output (i.e., the project supervisor labor cost, assuming his/her wage equals marginal productivity) was greater than the estimated price that would have to be paid to an alternative supplier to produce the entire project output. This occurred in two of the projects studied.

TABLE III-1

AVERAGE SUPPLY ESTIMATES FOR ALL YOUTH PROJECTS IN SAMPLE
(dollars)

Form of Supply Price Estimate	Average	Standard Deviation	Minimum	Maximum
Total Supply Price, with Overhead, Per Project Hour[1]	3.68	NA	NA	NA
Total Supply Price, without Overhead, Per Project Hour[1]	3.37	1.69	.89	9.05
Total Labor Supply Price, Per Project Hour[1]	3.22	1.54	.80	6.82
Project Participant Supply Price, Per Project Participant Hour[1]	2.58	2.07	-4.20	5.74

Number of Observations: 35[2]

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[1] The labor input units, i.e., denominators, are defined as follows: project hours equals the total number of hours worked on the project during the measurement period, including both project participant and project supervisor hours; project participant hours equals the total number of hours worked by project participants on the project during the measurement period; supervisor hours are excluded from this measure.

[2] Supply prices for one youth project were not available.

NOTE: NA = Not Available.

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As shown in the table the average participant supply price per hour over all the youth projects in the sample is $2.58. Assuming an average fringe benefit rate of 15%, this is equivalent to a wage rate of approximately $2.24 per hour. An examination of the standard deviation and the minimum and maximum values, however, reveals that the variance and range around the average estimate is very large. The estimates range from -$4.00 per hour to well over $5.00 per hour, and the standard deviation of the estimates is almost as large as the average estimate itself, indicating that the average participant supply price is not significantly different than zero at the 95% confidence level.

The hourly figure provided above is an estimate of the supply price per hour actually worked on projects, not per hour enrolled in the program. Therefore, it is important to caution the reader against attempting to convert the hourly estimate to an estimate of the supply price per participant year of service or some other annual-based figure. Conversion to a participant year of service basis such as that used in federal budget data would require data on the average number of participant hours worked on projects per calendar year of enrollment in the youth program. This number would be a maximum of 2,080, assuming all participants worked on projects eight hours every day without holidays, other absences, etc. However, the maximum substantially overestimates the "true" number for the following reasons:

- many of the youth programs, particularly in-school programs, are part-time;
- some participants are not assigned to a particular project but rather are in some other status within the program; and
- even some participants assigned to projects spend part of their time in non-project activities, such as classroom training, counselling, employability assessment, etc.

Data to estimate the ratio of actual project work hours to total enrollment hours will vary considerably both by program and by season. To our knowledge the data needed to estimate this ratio are not available at this time. Consequently, we caution against attempts to make such a conversion without further data collection and analysis.

Disaggregated Averages

The average total labor supply price and participant supply price for each type of employment program, including the adult PSE programs funded under CETA Titles II and VI, are presented in Table III-2. Before turning to the results, it is important to mention a major caveat with the disaggregated analysis, i.e., a lack of statistical reliability. This is due in the first place to the very small sample sizes within the disaggregated categories (which is reflected in the standard deviations), and in the second place to the fact that the various types of projects are drawn from only a few sites.[1/]

As one might expect, the average participant supply price for the adult PSE projects in the sample is higher than that for the various youth employment programs, although not much higher than two of the youth programs. Both the Title I and YACC projects reveal participant supply price averages that are considerably higher (well over $3.00 per hour) than the other youth projects. The differences in the YACC averages might reflect differences in the target groups; YACC enrollees tend to be less disadvantaged and slightly older than youths in other programs. Title I programs may exhibit higher average supply prices

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[1/] Because of the small sample sizes, the disaggregated supply price results are presented primarily for illustrative purposes. Disaggregated results for other measures--relative labor productivity, net wage expenditures, and output quality--are not presented.

TABLE III-2

SUPPLY PRICE PER HOUR BY TYPE OF PROGRAM[1/]

	Supply Price Per Hour				
	Total Labor Supply Price		Participant Supply Price		
Type of Program	Average	Standard Deviation	Average	Standard Deviation	Number of Observations
Title I	$4.21	$1.78	$3.68	$1.02	4
SPEDY	3.40	1.46	2.98	1.74	9
YETP	3.03	1.21	2.12	2.78	8
YCCIP	2.42	2.03	1.34	2.22	8
YACC	3.64	.95	3.51	.94	6
Adult PSE (Title II, VI)	4.46	.75	3.88	.93	5
Average Youth Projects	3.23	1.54	2.58	2.07	35
Average All Projects	3.35	1.51	2.74	2.00	40

[1/] Including Adult PSE (Title II, VI) programs.

because they are older, with fewer start-up problems. Much more investigation with larger sample sizes, however, is required before too much emphasis can be placed on these findings or explanations.

One striking finding in Table III-2 is that the average for the YCCIP projects is well below the averages for the other programs. One reason for this may simply be that the projects are relatively new, having been created under YEDPA. Notice, for example, that both YCCIP and the YETP projects, both of which were funded under YEDPA, have averages that are substantially below the other types of programs, although their standard deviations indicate that there is substantial variance in the estimates for these two types of programs. More important is the possibility that the YCCIP projects represent new types of work activities, for which we would expect the start-up problems to be more severe. In contrast, many of the YETP projects were simply extensions of the Title I activities, with similar types of work being done. We found that in some cases there was substantial "down time" in the YCCIP projects, either because of the unavailability of materials or because of other scheduling problems.[1] To the extent that these problems are due to natural and perhaps inevitable start-up problems, especially on more complicated work projects, we would expect the low average supply prices to increase in the future as the problems were alleviated. Another possible reason for the lower YCCIP averages is the fact that a higher percentage of this type of project consists of discrete projects; as discussed below, the discrete projects in general reveal lower supply price averages than do the labor service projects.

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[1] Since the participants' supply price per hour incorporates labo inputs as well as the value of the output, the estimates for two types of projects with similar output supply prices can differ substantially because of differences in participant hours during the measurement period.

In Table III-3, we present the supply price averages by type of program operator, nonprofit organization, local government agency, and YACC. Increasing interest is being shown in the potential for use of alternatives to public agencies, in particular nonprofit organizations, as operators of PSE programs. In general, we found the participant supply price averages for the two types of prime sponsor program operators to be quite similar. Both types of projects, especially those operated by local government agencies, exhibit considerable variance in their participant supply price estimates. The average for the YACC projects is considerably higher than for the two types of prime sponsor projects, with less variance exhibited. Again, the higher YACC averages might be the result of differences in target groups in those projects.

The findings in Table III-4 reveal substantial differences between the participant supply price average for discrete type projects and the overall average for labor service projects. There are several possible reasons for this difference, some of them reflecting methodological differences in the supply price estimation procedures. For example, the estimates for discreme projects are much more likely to be derived through the use of the independent estimators (as opposed to labor productivity comparisons) than are the labor service projects. Our experience, both in this study and in previous value of output efforts, has been that supply price estimates derived through the use of independent estimators are typically lower than those derived from the labor productivity comparison method.[1/] Another possible explanation for the finding is that discrete projects, on average tend to be more complicated than do the labor service projects,

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[1/] This issue will be discussed in more detail in the section of the final report on methodology and feasibility considerations.

TABLE III-3

SUPPLY PRICE PER HOUR BY TYPE OF PROGRAM OPERATOR

Type of Program Operator	Supply Price Per Hour				Number of Observations
	Total Labor Supply Price		Participant Supply Price		
	Average	Standard Deviation	Average	Standard Deviation	
Nonprofit Organization	$3.20	$1.82	$2.48	$1.99	17
Local Government Agency	3.05	1.43	2.25	2.55	12
YACC	3.64	.95	3.51	.91	6
Average	3.23	1.54	2.58	2.07	35

TABLE III-4

SUPPLY PRICE PER HOUR BY TYPE OF WORK ACTIVITY

Type of Work Activity	Total Labor Supply Price		Participant Supply Price		Number of Observations
	Average	Standard Deviation	Average	Standard Deviation	
Discrete Project	$2.80	$1.62	$2.00	$1.94	12
Labor Service Project	3.45	1.49	2.88	2.12	23
Average	3.23	1.54	2.58	2.07	35

in which only the labor of the project participant is typically provided. It also might be that the discrete projects have higher skill requirements that create mismatches between the job requirements and the skill level of the participants.

RELATIVE LABOR PRODUCTIVITY

Another useful measure, related to supply price, is the productivity of the project participants relative to that of alternative suppliers. The measure, which is called participant relative labor productivity, is calculated by dividing the participant supply price per hour by the average wage rate of the regular workers, excluding supervisors, who would have produced the output under the alternative supplier option. (For regular workers, we assume their wage rate reflects their productivity.) Note that the supervisor inputs are excluded from both the project productivity measure (i.e., the numerator) and the alternative supplier wage rate (i.e., the denominator). Therefore, just as the participant supply price adjusts for (i.e., subtracts out) the contribution of the supervisor, this measure of relative labor productivity also does so in precisely the same way. The participant relative labor productivity findings, over all the youth projects in the sample, reveal that the participants were, on average, 58% as productive as the regular workers who would have produced the output in the absence of the project participants. It should be noted that the alternative supplier's wage rate is typically not only well above the youth program wage but also well above the wage that youth are likely to have earned in the absence of the program. Again, however, the standard deviation around this estimate is quite large (43%) relative to the average, indicating considerable variance in the estimate.

NET WAGE EXPENDITURE

In order to be meaningful, the alternative supply price estimates must be compared with some measure of the project inputs required to produce the outputs. For one thing, the supply price estimates cover projects of different sizes and durations. Dividing by the hours of labor input to the project, as we have done above, is one way of putting projects on a standardized basis. Even these estimates of supply price per hour can be difficult to interpret, however, since some projects require substantial nonlabor inputs and intensive supervision of youth workers (e.g., the construction of a day care center) while others require primarily youth worker labor (e.g., litter pick-up as part of an existing park crew).

Ideally, to interpret the estimates of supply price per hour, one would like to compare these estimates to the costs incurred by the youth programs to produce the output. Although this study has examined the feasibility of collecting the cost data and has actually collected it for some components of cost, not all costs are available for the projects studied. Specifically, participant wage expenditures and supervision cost were always available. Overhead cost[1] and the actual social (or "opportunity") cost of participant labor[2] were never available. The costs of nonlabor inputs, such as materials, supplies, office space, and equipment were only collected when the project was defined so that the alternative supplier's price covered those inputs.

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[1] By overhead costs, we mean the costs of overall program administration (personnel, accounting, etc.), and the costs of providing other supportive services (such as classroom training, counseling, education) to the participants.

[2] The opportunity cost of participant labor can be estimated on the basis of interview data for youths who are members of the program target group but who did not participate in the program. Unfortunately, such data are not available for the programs in this study.

Consequently, it is impossible to obtain estimates of the "net cost" of a project--the difference between the total youth program costs (including overhead) and the alternative supplier's price for equivalent output. Instead, we have attempted to develop a measure that can--under a rather strong assumption--be compared with hourly compensation rates (wage rates plus fringe benefits). The assumption required for such a comparison is that the youth workers and the alternative suppliers incur equal nonlabor costs--materials, equipment, and overhead costs.

This measure, the "net wage expenditure per hour", is calculated by substracting the average participant supply price per hour from the average hourly wage (including fringe benefits) paid to the participants in our project sample. This calculation ($2.89 - $2.58) yields a net wage expenditure per hour of $.31 for the projects in our sample. This number, which might be interpreted as the net hourly wage that is paid to project participants over and above what would have to be paid to have an alternative supplier produce equivalent output, is quite low. However, it should be noted that these wage expenditures include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, counseling, GED), and they, therefore, assume that there are no indirect wage payments required for time spent in activities other than project work. Since this assumption is not true for any of the programs studied, caution should be used in interpreting the number.

ASSESSMENT OF OUTPUT QUALITY

We also obtained assessments of the quality of the output produced by project participants provided by individuals who were close to and knowledgeable about the work being done by the participants. We divided the assessments into two major categories reflecting two primary dimensions of quality: the quality of the project output and the quality of the participant performance. Assessments of the project output were further divided into assessments of the overall quality of that output, the appearance of the output, and structural soundness of the output (where appropriate). Similarly, the assessment of project participant performance was further divided into an assessment of the productivity of the worker, the absenteeism of the worker, other elements such as waste and breakage, theft, work site disruption, and overall need for supervision. In each case the assessment of quality was relative to that of the most likely alternative supplier of the output. For example, with respect to the overall quality of the project output, we asked whether the project output was much better, somewhat better, the same as, somewhat worse, or much worse than the output that typically would have been produced by alternative suppliers. The same types of categories were used in the assessment of worker performance.

In Table III-5, we present the findings for several of these quality assessments. With respect to the quality of the overall project output, the table reveals that the in two-thirds of the projects the quality of the overall output produced by participants was the same as the quality of the overall output that would have been produced by alternative suppliers. In four cases the overall output of participants was in fact rated higher than the overall output of alternative suppliers. In seven cases the quality of the participant output was rated worse than the quality of the alternative supplier output, but in only one case was it rated much worse.

TABLE III-5

ASSESSMENT OF OVERALL QUALITY OF PROJECT OUTPUT, OVERALL PARTICIPANT PERFORMANCE, AND PARTICIPANT NEED FOR SUPERVISION

Categories[1]	Overall Project Output	Overall Participant Performance	Participant Need for Supervision
Much Better	0	0	0
Somewhat Better	4 (11%)	3 (9%)	1 (3%)
Same as	23 (66%)	13 (37%)	11 (31%)
Somewhat Worse	6 (17%)	13 (37%)	14 (40%)
Much Worse	1 (3%)	1 (3%)	4 (11%)
Don't Know/Not Available	1 (3%)	5 (14%)	5 (14%)
Number of Observations	35 (100%)	35 (100%)	35 (100%)

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[1] Relative to alternative supplier.

In slightly over one-third of the projects, the overall participant performance was rated about the same as the overall performance that would be expected from alternative suppliers. In the same proportion of cases the quality of the participant performance was rated somewhat worse than that of alternative suppliers, but, again, in only one case was it rated much worse. In about half the cases the respondents felt that the participants needed more supervision than would alternative suppliers providing the output; in 40 percent they would have required somewhat more supervision, while in 11 percent they would have required much more supervision. In about one-third of the cases, the respondents felt that participants and alternative suppliers would need about the same level of supervision to produce the output.

These results suggest that, while the quality of the output and the performance of the participants is on average slightly below that of alternative suppliers, the differences between the two groups are certainly not great. In a few cases, the rating for the project participants were in fact slightly higher than those for alternative suppliers. In general, the results provide some evidence that the quality of the output and the performance of those who produce it does not suffer to any great extent when it is produced by youth project participants as opposed to alternative suppliers.

IV. THE VALUE OF THE PROJECT OUTPUT

In cases where goods and services are bought and sold in a market, the value of output is equal to the price that people are willing to pay for the output, and this price is equal to the alternative supplier's price. Since the output produced by participants in the youth projects is not sold on the market, however, neither the alternative supply price nor the price society is willing to pay can be observed directly, nor can it be assumed that they are the same.

Chapter III dealt with estimating the alternative supply price of the youth project output. This chapter focuses on assessing the value of that output to society[1] relative to the alternative supplier's price.

METHODOLOGY OF VALUE OF OUTPUT ASSESSMENT

In assessing the value of output in nonmarket situations, such as is the case with youth projects, it is useful to distinguish between cases of output expansion and cases of output substitution. In cases of output expansion, the output produced by participants represents additional output over and above what would have been produced had the program not existed. Alternatively, the output produced may represent output that would have been produced by other suppliers in the absence of the program. This case reflects output substitution.

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[1] It should be pointed out that the perspective of our analysis, i.e., the value of the project output to society, is only one of the perspectives from which the project output can be valued. Other perspectives include the value to the actual clients or consumers of the product, the value to the voting electorate, the value to the particular agency or organization either producing the output or serving as an intermediary between producer and ultimate consumer, etc.

In the case of output expansion, if there is no demand (i.e., willingness to pay) for the output, the value of that output to society is zero. If, at the other extreme, there is evidence that all of it would have been demanded except for some market barrier, its value to society is the alternative supplier's price.[1] In most cases of output expansion, the value of the project output to society will fall between these two extremes. Indirect evidence on where it will fall--such as whether similar work is being done in the area, whether there is evidence of demand for increased amounts of this work, and whether there is evidence that the project may be partially alleviating a market failure of some sort--is often available from agency officials or other parties knowledgeable about the project work.

In the case of output substitution the crucial question is not whether there would have been sufficient demand for the output in the program's absence--there would--but whether and to what degree the resources that would have produced the output (but are now freed for other uses) are, in fact, productively used elsewhere.[1] If, at one extreme, the workers who would have produced the project output are instead employed in positions enabling them to make equal (or perhaps even better) use of their skills, then the project will indirectly increase the total output to society; thus, the value of the output to society will equal (perhaps even exceed) the alternative supplier's price. But if, at the other extreme, the workers who would have produced the output are unemployed because of the project, no additional output will have been produced as a result of the program--even indirectly.[2] In this case the value is zero since the freed resources are producing nothing. Thus, as in the case of direct output expansion, the value of the output to society in the case of substitution lies, in most cases, between the supply price and zero.

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[1] In principle, the value to society may even exceed the supply price in cases where a market failure is corrected by the project's existence.

The above discussion indicates that it is very important to divide the analysis into three components: (1) whether the output produced by a youth project represents output expansion or output substitution; (2) for the output expansion cases, how high the value of the project's output to society (as reflected by its probable demand in the program's absence) is relative to the alternative supplier's price; and (3) for the output substitution cases, how high the probability is of the freed resources being productively employed elsewhere in the economy.

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[1] Much of the controversy surrounding the substitution issue relates to claims that it is unfair to replace regular employees with program participants (sometimes at lower wage rates), or that substitution diverts the program away from its primary objective of increasing the employment opportunities available to disadvantaged groups toward whom the programs are targeted. Our discussion does not address this debate since our focus is on the value of output produced.

[2] There may even be a net reduction in total output, since some of the youth workers can be expected to have found employment and produced output even in the absence of the program.

The next section presents our results with respect to component (1) of the analysis, that is, how much of the project output represents expansion and how much substitution. The final section of the chapter provides a typology to allow us to examine components (2) and (3), that is, the value of the youth project output to society relative to the alternative supplier's price.

DEGREE OF OUTPUT EXPANSION AND OUTPUT SUBSTITUTION

The assessments of the relative degree of output expansion and substitution presented in this section are based on judgments concerning what would have been done in the absence of the project, that is, how much of the output that was produced by the participants would have been produced if the project had not been in existence. In most cases these judgments are based on responses of supervisors and other officials in the client agencies concerning their plans for producing the output in the absence of the project. Their responses are supplemented by information on what in fact was done prior to (and in some cases, subsequent to) the project.

Because we are interested in the effect on the total output of the client agencies, and because in many cases it is difficult to disentangle the particular work performed by the project participant from the work performed by regular employees in the work unit, we have based our assessments on the best estimates we could obtain of the total work done by the project participants and the regular workers doing the same type of work. For example, in the cases of weatherizing one house or cleaning the principal's office at a school, our assessments are based on the effect of the project on the total number of homes weatherized in the area or the total custodial work performed at the school. The assessments thus reflect the amount by which total output in the work unit was expanded by the existence of the project.

Table IV-1 presents the results of our assessment. As can be seen, in about one quarter of the cases the output produced by the project participants would have been produced at the same scale by alternative suppliers in the absence of the project. Thus, these projects represent complete output substitution. On the other hand, in nearly one-third of the cases the output produced by the participants would not have been produced at all in the absence of the project. These projects represent cases of direct output expansion. We also found that in slightly less than one-third of the cases the work performed by the participants would have been performed by an alternative supplier, but at a lower scale, in the absence of the project. These projects represent cases of combined substitution and output expansion. In the remaining five cases (approximately 12%) we believe that some substitution has taken place, but on the basis of the available information we cannot determine whether the output would have been produced at the same or a lower scale in the absence of the project.

TABLE IV-1

ASSESSMENT OF WHETHER OR NOT WORK WOULD HAVE BEEN PERFORMED IN ABSENCE OF PROJECT

	Number	Percent
Work would have been performed at:		
Same Scale	11	26
Lower Scale	13	31
Scale Uncertain	5	12
Work would not have been performed	13	31
	42	100

We also sought to determine, in those cases where some or all of the work would have been done in the absence of the project, who would have performed the work. As one can see from Table IV-2, in the majority of cases the work would have been performed by regular employees of the work unit with which the project was associated. In two cases, the work would have been performed by a private firm under contract with the agency. Interestingly, in almost one-quarter of the cases other CETA employees, already on the staff of the organization in which the work unit is located, would have been involved (in combination with other employees) in performing the work.[1] Finally, we found in two cases that the work would have been performed by volunteers contributing their labor to the client organization.

TABLE IV-2

TYPE OF WORKER WHO WOULD HAVE PERFORMED IN ABSENCE OF PROJECT

Type of Worker	Number	Percent
Regular Employees of Public Agency	18	62
Employee of Private Firm	2	7
Combination of CETA Enrollees and Other Employees	7	24
Volunteers	2	7
TOTAL	29	100

TYPOLOGY OF VALUE OF OUTPUT SITUATIONS

As we have stressed above, assessing the extent of output substitution and output expansion is only the starting point for our analysis. The second and third components of our analysis, which are the subject of this section, are to assess for both types of output whether the value of output is high, low, or indeterminant in relation to the alternative supplier's price.

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[1] In making our assessments, we did not permit the possibility that, in the absence of the project, the work would have been performed by additional new employees hired under other youth or CETA programs. We did, however, permit the possibility that the work would have been performed by existing employees funded under youth or CETA program funds.

To do this, we have developed a typology of value of output situations which divides the projects into five major categories: (1) cases of direct output expansion, (2) cases of substitution, (3) cases of combined direct output expansion and substitution, (4) special cases in which the presence of the project participants has an effect on the productivity of regular workers associated with the project, and (5) cases that involve readily identifiable redistribution of income to recipients of the output.[1] Both of the first two major categories are then further divided into cases (relative to supply price) of high value, low value, intermediate value, and uncertainty.

For all but one of the categories we present at least one example from our sample of projects, indicating why the project is included in this category and (where appropriate) why it has a high or low value of output relative to supply price. Although inherently subjective to some degree, this qualitative approach has the advantage of making explicit--with understandable real world examples--the considerations that affect the value of output.

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[1] The first three categories together include all the projects. The last two are included in our analysis, however, because the purpose of the typology is not only to assess the types and relative magnitude of the value of output produced, but also to provide the reader with information on the major types of value of output situations we encountered.

Before proceeding to the details of our typology we should note one important caveat. The value to society of the output itself is different from the value to society of having that output produced specifically by the participants, as opposed to other potential suppliers. The latter presumably reflects the value of the investment and equity objectives of the program, in the form of increased employability and redistribution of income to participants, respectively. These objectives are clearly important--especially, some might argue, in the case of youth programs--but they are distinct from the value of the output per se, and we have therefore excluded them in principle from consideration here. In practice, however, the second concept is so deeply a part of the value of output of the projects as conceived by many of our repondents that we could not be sure that it had been completed excluded in every case from value of output assessments. The rest of the chapter presents our typology.

1. Direct Output Expansion

- High Value of Output (relative to supply price). A project involving direct output expansion, as we have seen, is considered to have high value of output relative to supply price if there is evidence of substantial demand for the output even though the work would not have been undertaken in the absence of the project. This evidence can come in the form of information that the work has been performed in the past (with no reduction in level because of the project) and supplementary evidence that there is continuing unmet need for additional output. Or it can be in the form of evidence that the project is partially alleviating a market imperfection of some other sort.

This category is illustrated by the youth projects that involve the weatherization of homes of poor people who could not afford to pay for such work. The projects add insulation, make doors and windows fit better, and sometimes do other repair and/or minor renovation work. We have three such cases, all of which were YCCIP projects, in our sample of forty-two projects. In all three cases, some weatherization activity was already being undertaken, prior to the projects, by regular staff members of the local community action agency. The YCCIP projects expanded this activity so that more homes were weatherized. Since there was a substantial backlog of homes to be weatherized, and there is an indication that the homes on the backlog list will be done as soon as possible, it is reasonable to assume that the demand price is near the supply price.

We found several other cases in which the type of work done by the project participants had been done at lower scale by regular employees before the presence of the project. The key issue in all these cases is whether, in addition to the fact that the work was done previously, there was evidence either of unmet demand for additional workers or that the project was partially correcting a market failure.

Another example of direct output expansion with high value of output (relative to supply price) involves a participant in a

Title I youth work experience program who worked as a paralegal aide in a legal services agency. Previous to the youth project, there had been no apparent plans by the agency to hire any additional paralegal aides. However, the youth did such a good job, both in his regular duties and in a special capacity serving on a community committee to inform residents about the agency's services and to help them establish effective contact with the agency, that the agency decided to hire him as a permanent, unsubsidized employee. In the absence of the project, an additional aide probably would not have been hired. Once the value of the position had been demonstrated, however, the agency was quite willing to finance the work out of its own budget.

- Low Value of Output (relative to supply price). An example of direct output expansion with low value of output is a project in which a crew of project participants, using hand tools, cleared brush along the side of a road. Although the work did increase driver visibility somewhat and reduce the chance of the brush eventually interfering with power lines or passing cars, the work was not a highly valued activity. The barriers caused by the brush were not serious ones, and this type of work had never been seriously considered before. Indeed, the likelihood of it being done in the absence of the project was so small that we were unable even to find a potential alternative supplier for the output. Moreover, we were informed by respondents that a cheaper and more effective method of brush clearing was to use herbicides.

- Intermediate Value of Output (relative to supply price). Although we had no cases that were judged to fall in this intermediate category, a larger sample size would probably yield examples of this type of situation.

- Uncertain Value of Output. Projects included in this category are those that represent direct output expansion but for which the information is either insufficient to make a judgment or for which there is conflicting evidence. An example of this type of project is a YCCIP project consisting of cleaning up empty lots in a central city area. This clearing of debris from vacant lots probably would not have been done in the absence of the project. It is unclear, however, whether the city's lack of demand for such work represents its judgment that such activity is likely to be futile (e.g., the lots will soon be in as bad shape as ever), or whether the work would have been done if more funds had been available.

It is also true that there do appear to be benefits from the work in terms of safety, aesthetics, and property value--especially if the work is done on a large enough scale to improve the neighborhood and give its residents enough of a morale boost and financial incentive to keep the neighborhood clean.[1] Thus, there is at least the suggestion that there is some demand on the part of residents for the project output, but that the demand may not be appropriately reflected in the city's decision-making process. In other words, the project might be correcting a possible "market failure" (in this case, a failure in the political process), but the evidence is too limited and conflicting to make a judgment.

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[1] It should be noted that the original purpose of the project was to clean up the lots in order to prepare them for use as garden plots. This soil preparation has not taken place as yet, however. It should also be pointed out that the project operator had always planned to intersperse this activity with minor home renovation work which, again, has not been started.

2. Substitution

- High Value of Output. In cases involving substitution, the project is considered to have high value of output relative to supply price if there is a high probability that the resources freed by the existence of the project will be employed in positions that produce output that is equally or more highly valued than the output produced by the project participants. An example of such a project is one in which participants in a SPEDY program are assisting in the construction of a boardwalk, part of a historical tourist attraction in a city. The carpentry would have been done this year even in the absence of the project. As a result of the use of SPEDY participants, experienced laborers who otherwise would have done the work, were available to do other jobs. Although we do not know which specific workers would have done the work and what their alternative employment experience was, the unemployment rate for such laborers in the area was very low, creating the strong presumption that the labor freed as a result of the project was productively employed in other work.

- Low Value of Output. Value of output (relative to supply price) is considered to be low in cases of substitution when there is a low probability that the freed resources are employed in equally or more highly productive work. An example of this situation is a YCCIP project in which the participants painted part of the exterior of the units of a public housing project for the elderly. The work would likely have been done even in the absence of the project, probably by a woman who had undertaken a previous painting job for the public housing agency. The woman was frequently unemployed; consequently it is likely that the value of the output produced by the freed resource in this case was low.[1/]

- Intermediate Value of Output. Cases of intermediate value of output relative to supply price are those in which the alternative employment probability of the person(s) that would have produced the output if it had not been produced by the project participants is somewhere in the middle range. An example of such a situation is the case of a YETP project in which participants assisted in warehousing activities associated with the pre-Christmas rush (which occurred during the late summer due to the nature of the distribution process) at a Navy distribution center. This work would definitely have been done even in the absence of the program, although we cannot be sure who would have done the work. Neverthless,

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[1/] Technically, the effect of the project on total output could have been negative, depending on whether the probability of the project participants finding alternative employment was higher than the employment probability of the woman who would have done the painting.

such work represents a clear case of a "secondary" or short-term labor market, which presumably only attracts those interested in short-term employment. It seems reasonable to assume that many of these workers would have obtained other jobs, but that some would not. Thus, we beieve that net addition to output in this case is in the intermediate range.

- Uncertain Value of Output. As with direct output expansion, there are cases involving substitution in which the information available is either conflicting or insufficient to make a reasonable judgment concerning the value of the output relative to supply price. In substitution cases, of course, the uncertainty relates to the value of the output produced by the freed resources. We offer two such cases below.

One example of such uncertainty is a case in which the project participants substitute for volunteer labor. This occurred in one of our sample projects in which a project participant was performing clerical work for the Red Cross that had previously been done by a volunteer. Here it is difficult to place a value on the freed resource because we do not know the nature or magnitude of the opportunity cost of the volunteer.

Another substitution case in which the value of output is uncertain involves the substitution of project output for output that would have been produced by persons working on an overtime basis. This occurred in a project in which a number of SPEDY participants worked as baggage handlers at an Air Force Base. In the absence of the project, the work would have been done on an overtime basis by both civilian and military regular employees doing the same kind of work. If the overtime by regular employees is voluntary, then in the presence of the project the overtime work might be replaced by moonlighting, and thus additional output would be produced. If the overtime is not voluntary, however, then in the presence of the project the overtime would be increased by increased leisure on the part of the regular employees. In this case, the issue of the appropriate valuation of leisure or home production would have to be addressed. For example, although this output is not included in the gross national product, some value should be attached to it.[1/] We consider this case uncertain partly because of the uncertainty regarding moonlighting and partly because of the uncertainty over the appropriate value to be attached to leisure time.[2/]

3. Situations Representing Combined Output Expansion and Substitution.

While many of the cases encountered can be divided, with reasonable confidence, into situations of either direct output expansion or substitution, there are a number of cases that appear

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[1/] Another problem related to whether or not the employees who would have performed the work were civilian or military employees. To the extent that military employees would have been used, the question emerges whether their wage rate (abstracting from the overtime consideration) would be an appropriate one to use in the valuing the output of the freed resources, since it may not reflect their marginal productivity.

[2/] The issue involving the appropriate valuation of leisure time applies to the above mentioned volunteer case, of course, and one could make the argument that it applies to all other cases in which the freed resources are not reemployed (i.e., displacement). To the extent that the unemployment of the substituted workers is involuntary, however, this last argument may be weaker.

to be combinations of both. In many of these cases, moreover, the extent of substitution was uncertain. Several such cases involved custodial work at schools. In one example, participants in a SPEDY program were employed stripping and waxing floors during the summer break. In the absence of the project, some of the waxing and stripping work would have been done but it is uncertain how much. In addition, to the extent that the waxing and stripping work would have been done in the absence of the project, we were unable to determine how much other work performed by the regular custodians would not have been done, and how much would have been done through the hiring of additional regular employees.

Determinations of this type are quite difficult even in the short run. In the longer run, the uncertainty is even greater. This uncertainty relates both to the fact that some of the custodial work in schools must be done to comply with regulations, and to the fact that respondents relied so heavily on the existence of CETA funds that they were unable to determine what or how much of the work would be done in the absence of those funds.[1/] In most cases the evidence suggests that some of the work would have been done, but we cannot determine how much of it would have been done.

This case is important because it is not only fairly representative of the school custodial projects in our sample, but the same general situation occurs with regard to several other types of projects, such as park and cemetery maintenance work.

[1/] Some of the custodians with whom we spoke could not conceive of completing their normal janitorial duties without CETA employees. This is an interesting finding in that it reflects the profound impact that CETA has sometimes had on the provision of public services.

4. Situations in Which the Productivity of Regular Employees is Affected.

Thus far we have shown how the youth employment projects could lead to the production of additional output either through direct output expansion or indirectly by substituting for other workers. We also encountered a number of cases in the project that had an additional effect--namely its impact on the productivity of regular employees (i.e., nonparticipants) who were associated with the project in some way. Although these cases are in fact also cases of direct output expansion or substitution (or both), we believe they are of sufficient interest to be noted as a specific category.

In some cases the existence of the project has a positive effect on the productivity of other workers. An example is a project in which an adult PSE program participant was working as a secretary to the placement officer in a vocational school. Prior to the program, the placement officer's work included considerable time spent helping students fill out forms and to keeping the office generally in order. With the existence of the project, this work was done by the CETA participant, allowing the placement officer to spend most of his time contacting employers about potential job openings for graduates. The new arrangement has been so successful that funds have been requested to hire a secretary on a permanent unsubsidized basis. Thus, this project clearly has some similarity to the paralegal aide project discussed earlier. Both are examples of projects that have demonstrated high demand once the innovative project has been established. In this secretarial case, the actual work done by the project worker would have been done by her superior.

By having assistance with this clerical work, it is reasonable to think that the placement officer increased his productivity by undertaking more employer contact work, thereby leading to increased services to the students.

But there are also cases where the youth projects have a negative effect on the productivity of unsubsidized employers with whom they are working. In two of the school custodial cases, for example, there was evidence that some of the work performed by the project participants would have been done in the absence of the project by the existing maintenance staff, during their regular work time. (Some of the project work had indeed been performed by the regular staff prior to the project,with no reduction in their other activities.) Thus, in this case the youth project has had a negative effect on the productivity of other workers.

5. Situations Involving the Redistribution of Income to Output Recipients.

Another situation that we believe to be of sufficient interest that warrants separate mention is the case of projects where the output produced directly benefits the poor.

Our focus on the value of the output per se views the project output from an economic efficiency perspective and ignores the effect of the project on income redistribution to the recipients of the output. Another important aspect of the value of output to society, however, is how much society is willing to spend--in excess of the value of the output per se--for the objectives of income redistribution. Essentially, society has demand curves for income redistribution in the same way as it has demand curves for the output that is being produced.

These two elements of demand are, in practice, inexorably linked, since income redistribution is one of the explicit or implicit objectives of many of the projects we studied in that the output is often designed to provide additional services to the poor.

In many of these cases, governmental units might have paid to produce at least some of the output in the absence of the program, either immediately or in the future.

In these cases a public willingness to pay (implemented by a governmental unit) may be the appropriate demand concept rather than a willingness, or more likely an ability, to pay on the part of the individual beneficiary. We should also remember that these decisions are made at different levels of government, and therefore at different levels of proximity to the actual recipients. Several of the examples already noted have income redistributional impacts, such as the painting of the public housing project for the elderly and the weatherization of private homes. The vacant lot cleanup project, in which there is the possibility of a failure in the political process to adequately reflect a demand for additional services to residents of a poor neighborhood, is also relevant from the income redistribution perspective.

CONCLUSIONS

We have organized the typology of value of output situations on the basis of whether or not the project output represented direct output expansion or substitution. With respect to the former, we attempted to make judgments about the value primarily on the basis of evidence concerning the demand price (i.e., willingness to pay for the output) relative to the supply price. In cases involving substitution, we sought to determine the value of the output based on the productivity employed in alternative positions. In some cases it was uncertain whether the project represented direct output expansion or substitution.

We also identified two other situations that we feel warrant separate mention because they reflect issues related to the value of the project output. These are the effect of the project on the productivity of regular employees and the extent to which the project output may be associated with income redistribution to the recipients of that output.

In the final draft we will present our preliminary findings in terms of the distribution of projects in each of the typology categories. The assignment of projects to the categories of high, low, intermediate, or uncertain value of output necessarily involves assumptions and judgments--judgments with which some might disagree--that not only are based on limited information, but are subjective in nature. We believe that this is inherent in any attempt, whether quantitative or qualitative, to make an assessment of the value that should be attached to the output produced by project participants. With these caveats in mind, however, we think that our analysis thus far has demonstrated that it is possible to make reasonably confident judgments about the value of project output in most cases.

To provide an adequate and comprehensive evaluation of the projects from a value of output perspective, of course, it is necessary to go beyond the analysis set forth above. It will be a useful next step, for example, to consider the relation between the value of output and project costs. Also, more methodological consideration should be given to the relation between the value of project output and its quality, since it is sometimes difficult to abstract from quality considerations in the assessment of output value.

Much more work needs to be done before firm policy conclusions can be drawn from our value of output analysis. This analysis has, however, suggested the potential usefulness of certain criteria in the evaluation of work projects from an output perspective. The extent to which projects address unmet demand for services, for example, is an obvious criterion, but one that nevertheless is not always emphasized when decisions are made on what kinds of work projects should be funded. Also, to the extent that some of the work performed by the project participants would have been done in the absence of the projects, greater consideration should be given to the issue of whether or not the resources freed are likely to be engaged in equally or more productive work. Yet another useful criterion in project evaluation is whether or not the project has a positive effect on the productivity of regular workers (i.e., nonparticipants) associated with the project in some way. These suggestions are tentative, of course, pending further analysis. Yet they do suggest possible future directions for the evaluations of work projects from an output perspective.

In conclusion, we emphasize again that the value of output produced by the project participants is only one criterion that is relevant in the evaluation of these projects. The effectivenss of a project in terms of other criteria, such as its effect on job skills and future employability, or its income redistribution impact, also reflect important policy objectives. The weight to be given to these criteria is an essential consideration in the evaluation of the programs.

SELECTED PROJECT CASE STUDIES

MONONGAHELA NATIONAL FOREST ROAD MAINTENANCE PROJECT

This report covers a road maintenance project in the Monongahela National Forest. The project is part of the Young Adult Conservation Corps (YACC) program operated by the National Forest Service within the Department of Agriculture. The project was selected randomly from a list of current YACC enrollees. The period of measurement is September 4 through September 15, 1978.

I. PROJECT DESCRIPTION

The road maintenance project consists of one YACC participant assigned to the construction and maintenance (C and M) unit located in the Potomoc District of the National Forest. The participant is one of three YACC participants assigned to the C and M unit by the district ranger. The YACC enrollees are outstationed from the forestry operation at the district level to the C and M unit and are under its day-to-day supervision. Two participants, including the subject of this study, are working with the construction and road maintenance crew. The third participant performs clerical and minor bookkeeping duties at the C and M office located near Seneca Rocks, West Virginia.

The C and M unit is responsible for all repair and maintenance on the approximately 1,000 miles of forest road in the area, in addition to work on other construction projects.[1/] Discussions with

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[1/] In addition to the project site, there are a number of other C and M sites in other parts of the National Forest.

staff members at the forest headquarters and two district offices indicate that the C and M work associated with this project is not representative of the YACC program at the Monongahela Forest. It was estimated that more than 75% of the YACC program activities are devoted to forest and recreational resource management activities such as reforestation, timberstand improvement, recreational site development and maintenance, and wildlife habitat improvement.

During the measurement period, the project participant worked with regular C and M civil service employees, the one other YACC participant on the C and M crew, and a number of part-time workers funded under the Older American Act (OAA) program. All were involved in essentially similar work activites. Specific work assignments or tasks were usually performed by a crew of two to four employees. Over the course of the ten work day measurement period, the project participant was involved in five work assignments that are typical of the kind of work done by the C and M unit. These tasks included grading gravel roads, repairing and replacing roadside signs, making repairs to a bridge, mowing forest service roads' right-of-ways, and conducting a road condition and description survey that becomes the basis for future road maintenance work plans. The work was performed with a variety of hand tools and small power equipment. The operation of heavy equipment, such as a road grader, a backhoe, a bulldozer, is normally done by one of the senior civil service employees.

Supervision of the participant is provided by the C and M foreman, who is responsible for a number of work crews at different locations on a typical day. In addition, each crew usually has a lead worker. Disciplinary standards for the project participant were the same as for regular C and M employees. The participant was paid $2.65 per hour and received fringe benefits in the form of worker's compensation and social security coverage. During the measurement period, the project participant worked eight days, or a total of 64 hours. He was absent one day and was off the other day because it was a national holiday. The project participant's wage and fringe benefit costs were paid by the YACC program, while materials, supplies and supervision were contributed by the National Forest Service.

II. SUPPLY PRICE ESTIMATE

In the absence of the YACC program, the most likely supplier of the project participant output would have been one or more of the regular workers on the C and M crew. However, because the regular workers are a mix of civil service employees and OAA-funded employees, several supply price estimates were calculated (See Table 1). The comparative labor productivity method was used for each of the estimates. Private sector or independent supply price estimates were not obtained because private sector contractors had not provided project-type output in the past. The C and M supervisor did indicate, however, that consideration was being given to the use of private individuals or contractors to perform some of the work presently being done by the C and M unit. He was not, however, able to speculate on what type of work might be contracted out or when the contracting might take place.

TABLE 1

SUPPLY PRICE ESTIMATES

Type of Input	Estimate of Supply Price		
	Estimate 1: Older American Act Worker	Estimate 2: Regular Civil Service Employee	Estimate 3: Average (Best Estimate)
Regular Employee Labor			
Number of Hours	64	64	64
Price per Hour	$2.98	$6.62	$4.80
Total Price	$191	$424	$307
Supervisor Labor			
Number of Hours	4	2	3
Price per Hour	$10.27	$10.27	$10.27
Total Price	$41	$21	$31
TOTAL PRICE	$232	$445	$338

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The first supply price estimate assumes that the project output would be produced by employees funded under the OAA program. Based on a productivity comparision with the project participant (discussed more fully in the next section), the supply price was calculated to be $232. This amount is based on a worker wage rate of $2.90 per hour (including fringe benefits) and a supervisor wage rate of $10.27 per hour (including fringe). It was estimated that the OAA workers would have taken 64 hours (the same as the YACC participant) to do the work, while direct supervision was estimated at 4 hours. Materials, supplies and equipment under this alternative supplier option were reported to be the same as for the project and the charge for these items was not calculated. Overhead charges were reported to be the same as those for the project and were not calculated.

The second supply price estimate assumes that the project output would have been produced by a regular civil service employee with a salary classification of WG (wage grade) 5. This is the classification of the civil service maintenance workers. Again using the productivity comparison method, the total supply price estimate is $445, based on a wage and fringe benefit rate of $6.62 per hour, plus supervision costs of $21, based on a rate of $10.27 per hour. The cost of materials, supplies, equipment and overhead was not calculated for the reason indicated earlier.

The third supply price estimate was calculated on the assumption that the project output would have been produced by a combination of regular civil service workers and OAA funded workers. This estimate is an average of the other two estimates. It was chosen as the best supply price estimate for two reasons. First, work tasks were not assigned on the basis of an employee's program status. During the measurement period, civil service workers and OAA-funded workers were working side by side on common tasks. Second, because OAA-funded workers are limited in terms of the total hours that they can work in a calendar year, they normally only work three days a week at the National Forest. This would require a combination of regular workers and OAA workers if the project output were to be produced in the same two week period. Because information was not available on the precise combination of workers that would have been used to produce the project output, a simple average was used. These three estimates of the supply price are presented in Table 1.

Two related forms of the supply price estimate were derived. The first, total labor supply price, is an estimate of the total amount that would have to be paid to an alternative supplier for the labor to produce the output, including both the regular worker and supervisor labor. It does not include the price of materials and equipment or labor. The total labor/supply price, as shown in Table 2, is $338.

The second form of the estimate, the project participant supply price, is the total labor supply price minus the cost of project supervision. This is an estimate of the amount that would have to be paid to an alternative supplier to provide the output that was produced specifically and exclusively by the project participants, i.e., not including the contribution of the project supervisor to project output.

TABLE 2

ALTERNATIVE FORMS OF THE SUPPLY PRICE ESTIMATES[1]

Total Labor Supply Price[2]	$338
Project Participant Supply Price[3]	$297
Total Labor Supply Price per Project Hour[4]	$4.97
Project Participant Supply Price per Participant Hour[5]	$4.64
Participant Relative Labor Productivity[6]	.97

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[1] All forms are based on the best estimate of the supply price.

[2] The total labor supply price includes both regular worker and supervisor labor.

[3] The project participant supply price equals the total labor supply price minus the cost of project supervision.

[4] Project hours include both participant and supervisor time on the project.

[5] Participant hours include only participant time on the project; supervisor time is excluded.

[6] Participant relative labor productivity equals the participant supply price per hour divided by the average wage rate of the alternative supplier regular employees.

It is constructed by subtracting project supervision cost, rather than alternative supplier supervision cost, from total labor supply price because the labor input mix--that is, the mix of workers and supervisors--of the alternative supplier may be quite different than the corresponding labor input mix of the project. Using this method, the entire labor supply price of the alternative supplier can be measured and then "adjusted" to remove that portion of the output produced by the project supervisor. The project participant supply price, also shown in Table 2, is $297.

In order to relate the supply price estimates to project labor inputs, the two estimates are divided by appropriate measures of project hours. The total labor supply price per hour, derived by dividing total labor supply price by total project hours (participant and supervisor), is $4.97. This figure can be compared to a compensation rate (i.e., wage plus fringe benefit). In essence it is the closest measure available to the concept of the hourly productivity of participants.

Another useful measure, related to supply price, is the productivity of the project participants relative to that of alternative suppliers. The measure, which is called participant relative labor productivity, is calculated by dividing the participant supply price per hour by the average wage rate of the regular workers, excluding supervisors, who would have produced the output under the alternative supplier option. (For regular workers we assume their wage rate reflects their productivity.)[1] The supervisor inputs are excluded from both the project productivity measure (i.e., the numerator) and the alternative supplier wage rate (i.e., the denominator). Therefore, just as the project participant supply price adjusts for (i.e., subtracts out) the contribution of the supervisor, this measure of relative labor productivity also does so in precisely the same way.

The numerator in the participant relative labor productivity ratio is 4.64, and the denominator (in this case an average of the two averages of the two alternative supplier wage rates) is 4.80. The ratio, .97, indicates that the project participants were 97 percent as productive as the regular workers who would have produced the output in the absence of the project (in this case a combination of OAA-funded workers and regular civil service employees).

III. PROJECT INPUTS AND EXPENDITURES

Information on project inputs and expenditures was obtained from the daily attendance and work activity records maintained by the maintenance crew foreman. This record is a standard form used by the Forest Service construction and maintenance unit that identifies worker hours and wage rates, supervisor hours and wage rate, materials, supplies, equipment, and vehicle miles that were involved in a particular task. For example, on the second day of the measurement period, the project participant, together with several other workers, was involved in the grading of gravel roads. The work record for that task for that day identified the number of hours spent by each worker involved in that task, their respective wage rates, the number of hours of grader time spent on that task and if they have used pick-up trucks to get to the site it would also identify the number of miles traveled by the pick-up trucks. Unit costs, based on historical data, are then used to develop a cost record for that task. Cost data for hand tools and small "disposable" items are not recorded, so the record does not reflect total cost for the particular task.

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[1] This assumption may be questionable in the case of OAA-funded workers, whose wage may be established as a program wage.

Project labor inputs and expenditures are presented in Table 3. As indicated earlier, during the ten day measurement period the participant worked a total of 64 hours, at an hourly wage of $2.65 plus 6.05 percent for social security. The participant labor expenditures for the measurement period is therefore $180.[1/] Project supervision of four hours for the measurement period is the crew foreman's estimate of the time he spent directly supervising the project worker. This estimate, however, does not include any time that might have been spent by other workers or a lead worker providing instruction or work task guidance to the project worker while on a crew assignment. The units and costs of materials, supplies and equipment were not calculated for this project. The participant worker wages and fringe benefits ($180) were charged to YACC while the supervisory cost of an hourly rate of $10.27 was charged to Forest Service funds.

TABLE 3

PROJECT LABOR INPUTS AND EXPENDITURES

Type of Input	Units	Unit Charge	Total
Labor	64	$ 2.81	$180
Supervision	4	10.27	41
Direct Project Labor Expenditures			$221

An estimate of the "net wage expenditure" of the project can be calculated by subtracting out estimate of the total participant supply price from the total labor expenditure paid to the participant on the project. This number might be interpreted as the net expenditure that is paid to the project participant over and above what would have to be paid to have an alternative supplier produce equivalent output. For this project the calculation ($180 minus $297) yields a net wage expenditure of -$117. This negative value means that the expenditure would have been $117 greater to produce the project output using an alternative supplier than to have the output produced by the project participant. On an hourly basis, subtracting the participant supply price per hour ($4.80 an hour) from the project hourly wage expenditure ($2.81 an hour), the net wage expenditure equals -$1.99 per hour.[1/] These negative net expenditure values result from the fact that the productivity of the project participant was judged to be virtually equivalent to that of regular workers, while the wage rate of the participant was substantially below the wage rates of the regular workers (especially the regular civil service employees).

[1/] It should be noted that the wage expenditures in our project studies include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, couseling, GED), and they, therefore, assume that there are no indirect wage payments required for the time spend in activities other than project work. Since this assumption is not true in many cases, caution should be used in interpreting the number as the total wage expenditure associated with a particular project.

IV. ASSESSMENT OF PROJECT OUTPUT QUALITY

Assessments of the quality of the output produced by and the performance of the participant were obtained from the crew foreman, the construction and maintenance unit supervisor, and the assistant ranger who served as the coordinator of the YACC program in the Petersburg district. The output of the participant was judged by both the supervisor and the crew foreman to be virtually equivalent of that of either the OAA workers or the regular civil service maintenance employees. According to the crew foreman, this assessment was an overall average--on some tasks the participant output was slightly lower than the regular worker because of inexperience and lack of skills, but on other tasks, particularly those requiring physical strength, the participant output was slightly higher than that of a regular employee. All three respondents judged the participant's performance to be equal to the performance of other workers. All three were pleased with the performance of the participant. In fact, both the crew foreman and the supervisor expressed some concern that the participant's performance under YACC was limited to one year.

V. DEMAND FOR THE PROJECT OUTPUT

Information on the demand for the output produced by the project participants was obtained from the construction and maintenance unit supervisor and the crew foreman. Since the participant typically works on a crew with other regular civil service maintenance employees and OAA funded workers, it is difficult to isolate the output for which the program participant was specifically responsible during the measurement period. Consequently, our assessment of the demand for the output produced by the participant is based on whether or not that output represented a net addition to the output of the work unit in general. Essentially we want to determine whether, in the absence of the project participant, other resources would have been employed to produce the output for which he was responsible. Our best assessment, based on the information provided by the supervisor and crew foreman, is that, in the absence of the project, they would not have replaced the YACC participant with another worker without reducing the size of another crew by one worker. That is, they would either have reduced the size of the crew on which the YACC participant was working by one person, or they would have replaced the participant with another existing employee from another crew. Consequently, from the perspective of the total output of the construction and maintenance unit, the YACC participant in this study represents a case of direct output expansion, i.e., the work would not have been performed in the absence of the project.

The next step is to determine the value of the output produced (i.e., its demand price) relative to the supply price. The information provided by the supervisor and the crew foreman suggests that the demand for additional road construction and maintenance in the National Forest was quite high. As a result of a ice storm the previous spring, considerable extra, unanticipated maintenance tasks had to be performed, and the regular road maintenance activities had fallen behind. Consequently, while no additional resources would have been provided to the construction and maintenance unit for the purpose of road maintenance, there is evidence that this work had relatively high priority on the unit's agenda. Therefore, it is reasonable to think that the value of the output, while not equal, was quite high relative to the supply price.

VI. SUMMARY

This project consists of a participant in the YACC program working with other employees on a road maintenance crew that is part of the construction and maintenance unit located in the Potomoc District of the National Forest. The YACC program at this location is operated by the National Forest Service within the Department of Agriculture. Over the measurement period the output produced by the road maintenance crew that included the participant consisted of grading gravel roads, repairing and replacing roadside signs, making repairs to a bridge, mowing forest service roads' right-of-ways, and conducting a road condition and description survey.

The best supply price estimate is an average of two other estimates because of the possibility that two different type of workers might have produced the output in the absence of the participant. The estimate of the total labor supply price--which is the total price that would have to be paid for the output produced by a regular worker and a supervisor--is $338. The project participant supply price--which is an estimate of the price that would have to be paid an alternative supplier to produce the output specifically produced by the project participant--is $297. On an hourly basis, these two estimates are

$4.97 and $4.64, respectively. This participant supply price per hour estimate of $4.64 is quite high, largely because the participant was judged to be virtually equal to the regular workers in terms of productivity. The net wage expenditure of the project, which is calculated by subtracting the estimate of the total participant supply price from the total project labor expenditure, equal -$117, indicating that the expenditures would have been greater to produce the project output using an alternative supplier than to have the output produced by the project participant.

The quality of the output of the participant, as well as his general performance on the job, was assessed to be equal to that of the regular workers on the same crew. With respect to the demand for the output, it appears that the work would not have been performed in the absence of the project. However, the available information does suggest that the work being done by the maintenance crew in general had received high priority on the agenda of the construction and maintenance unit.

STAMFORD BOYS' CLUB PROJECT

This report covers a project providing labor services to the Stamford Boys' Club in Stamford, Connecticut. The project was part of the Youth Employment and Training Program (YETP). It was funded by the Stamford-Fairfield County CETA Consortium and administered by the Stamford Community Action Agency. The project was selected randomly from a listing of current YETP enrollees. The measurement period is July 3 through July 7, 1978.

I. PROJECT DESCRIPTION

The primary goal of the Stamford Boys' Club is to provide recreational activities and guidance and counseling services for youths between the ages of 6 and 18. The counseling often involves home contacts and referral to other agencies. Most of the club members are residents of two nearby, low income housing projects.

Because it does not have a gymnasium, which serves as a major attraction for adolescent boys in other clubs, the Stamford Boys' Club as an alternative has developed an extensive library program, which tends to attract younger boys. The library has approximately 3,000 books and 400 records. The program is one aspect of the Boys' Clubs of America "Discovery Program." It involves reading to younger boys, playing reading skill and conceptual development games, and writing book reports. The boys who participate in the library activity, for example, are divided into teams which compete for points by playing library games and writing book reports.

This YETP project consisted of one participant who was initially hired in April, 1978, to teach guitar to club members. With increased summer enrollment of younger boys, the music program was terminated and the participant's job was changed to that of Club library supervisor and supervisor of the enrollment procedure. In his capacity as library supervisor, the participant supervised the games mentioned above and coordinates the group book report sessions.

The participant was also responsible for the enrollment procedure and collection of fees from new members. During the school year, this activity was normally performed at the front desk, where snack sales and other functions are also performed. During the summer it was decided to move the enrollment function into the library to reduce the level of activity and confusion at the front desk and to complete the enrollment procedure and interact with the new members and their parents in a relatively peaceful and orderly manner.

The project participant was scheduled to work seven hours per day, Monday through Thursday. On Friday, he attended GED classes and the library was then staffed by two participants in the Summer Program for Economically Disadvantaged Youths (SPEDY), with one working during the morning period and the other during the afternoon. Supervision of the project participant was provided by the club program director. Work rules were specified in writing and were the same as those applying to volunteers and regular staff. The project participant was paid $2.66 per hour, and fringe benefits in the form of Worker's compensation and Social Security coverage.

During the measurement period there were 60 enrollments in the club, and approximately 88 youths used the library during that time. According to the program supervisor, library activities were not rigidly scheduled, but occurred primarily on the initiative of the club members and staff.

II. SUPPLY PRICE ESTIMATE

Supply price information was provided by the Boys' Club Program Director, who also supervised the project participant. The Program Director indicated that in the absence of YETP funding, three other potential suppliers of the project output would be available. The first would be a local university student, funded under a Stamford area summer work grant program known as SASHA. The second option would involve increasing the number of hours worked by the present SPEDY participants or adding additional SPEDY participants. The third would be a combination of the two current SPEDY participants and unpaid volunteers.[1/] According to the Program Director, the Club's regular funding, which comes from United Way and the $2.00 membership fee, is not sufficient to cover the staff and operating expenses. As a result the Club has had to rely on volunteers, CETA, work-study and other special programs to meet much of its staff needs.

[1/] Based on past experience, volunteers are normally not willing to work more than one day a week, and the Director felt that it would be very difficult to get four volunteers during the summer; hence, the combination of SPEDY and volunteers.

The SASHA program option was used to calculate the supply price estimate for the project output.[1] SASHA is a community project that provides summer work grants to Stamford College students. The work grant of $600 is limited to students who meet specific income guidelines and requires at least 30 hours of work each week. Assuming a 30 hour work week, the $600 SASHA grant would result in an hourly rate of $2.00 for the approximately ten week summer program at the Boys' Club. The Program Director had no previous experience with the SASHA program and therefore could not estimate how much supervision would be needed to supervise the student doing the same work as the YETP participant. We assume that the same amount of supervision would be needed for both workers.[2]

The supply price information is summarized in Table 1. Based on the four day measurement period, the supply price was calculated to be $62. This amount consists of 28 student worker hours at $2.00 per hour and one hour of direct supervision at an hourly rate (including fring benefits) of $6.07. The units and costs of materials, supplies, equipment and overhead were projected to be the same for the SASHA program option as for the project, and the charge for these items was not calculated.

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[1] The other two alternative supplier options were not used as supply price estimates because they involve other CETA participants. In general our approach has been not to use CETA wage rates in the supply price estimation, since they are often arbitrarily set by the program and therefore may not reflect productivity. In this project, of course, this problem may affect all three alternative supplier options, since the SASHA program wage is likely to be established in the same manner. We use the SASHA program because it is the most likely alternative supplier of the output.

[2] Even if this assumption is not correct, it is unlikely to have a serious effect on the supply price estimate, since the position in general requires very little supervision.

TABLE 1

SUPPLY PRICE ESTIMATE

Type of Input	Estimate of Supply Price
Regular Employee	
Labor	
Number of Hours	28
Price per Hour	2.00
Total Price	$56.00
Supervisor Labor	
Number of Hours	1
Price per Hour	6.07
Total Price	$6.00
TOTAL PRICE	$62.00

Two related forms of the supply price estimate were derived. The first, total labor supply price, is an estimate of the total amount that would have to be paid to an alternative supplier for the labor to produce the output, including both regular worker and supervisor labor. It does not include the price of materials and equipment or labor. The total labor supply price, as shown in Table 2, is $62.

The second form of the estimate, the project participant supply price, is the total labor supply price minus the cost of the project supervision. This is an estimate of the amount that would have to be paid to an alternative supplier to provide the output that was produced specifically and exclusively by the project participant, i.e., not including the contribution of the project supervisor to project output. It is constructed by subtracting project supervision cost, rather than alternative supplier supervision cost, from total labor supply price because the labor input mix--that is, the mix of workers and supervisors--of the alternative supplier may be quite different than the corresponding labor input mix of the project.[1] Using this method, the entire labor supply price of the alternative supplier can be measured and then "adjusted" to remove that portion of the output produced by the project supervisor. The project participant supply price, also shown in Table 2, is $56.

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[1] This is the general method used for calculating the participant supply price in our project studies. In this case, of course, this more complicated procedure is not necessary since the supervisor time for the two options (SASHA and YETP) is the same.

TABLE 2

ALTERNATIVE FORMS OF THE SUPPLY PRICE ESTIMATE

Total Labor Supply Price[1]	$62
Project Participant Supply Price[2]	$56
Total Labor Supply Price per Project Hour[3]	$2.14
Project Participant Supply Price per Participant Hour[4]	$2.04

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[1] The total labor supply price includes both participant and supervisor labor.

[2] The project participant supply price equals the total labor supply price minus the cost of project supervision.

[3] Project hours include both participant and supervisor time on the project.

[4] Participant hours include only participant time on the project; supervisor time is excluded.

In order to relate the supply price estimates to project labor inputs, the two estimates are divided by appropriate measures of project hours. The total labor supply price per hour, derived by dividing total labor supply price by total project hours, participant and supervisor is $2.14. The project participant supply price per hour, derived by dividing project participant supply price by total participant hours, is $2.04. This figure can be compared to a compensation rate (i.e., wage plus fringe benefit). In essence it is the closest measure available to the concept of the hourly productivity of participants.[1/]

III. PROJECT INPUTS AND EXPENDITURES

Project input information was obtained from the supervisor and verified by examination of the time sheets. Project participant labor input totaled 28 hours for the four day period. Seven additional hours were spent in GED classes outside of the measurement period. Supervisory time was estimated to be one hour. No tools were used, and materials were comprised only of paper and membership cards.

Expenditures charged to YETP included only labor inputs by the project participant. Time spent in GED classes was also charged to YETP but we did not include it as a project input in our calculations.

[1/] In general we assume that the wage rates of alternative suppliers (i.e., regular workers) reflects their wage rate. As noted earlier, however, this assumption can be questioned in the case of the SASHA grant student worker , whose wage may be arbitrarily established as a program wage. For this reason, we did not calculate an estimate of the participant relative labor productivity for this project.

Project supervisory time was contributed by the Boys' Club. The participant labor expenditure for the measurement period is $82 and is based on an hourly rate of $2.93 (wage and fringe benefits). Supervisory time was one hour at a wage (plus fringe benefit) rate of $6.07. The units and costs of materials and suppliers were not calculated for this project. Project inputs and expenditures are presented in Table 3.

An estimate of the "net wage expenditure" of the project can be calculated by subtracting our estimate of the total participant supply price from the total labor expenditure paid to the participant on the project. This number might be interpreted as the net expenditure that is paid to the project participant over and above what would have to be paid to have an alternative supplier produce equivalent output. For this project the calculation ($92 - $56) yields a net wage expenditure of $26. This means that the expenditure would have been $26 less to produce the project output using the alternative supplier than to have the output produced by the project participant. On an hourly basis, subtracting the participant supply price per hour ($2.04 an hour) from the project hourly wage expenditure ($2.93 an hour), the net wage expenditure equals $.89 per hour.[1/]

[1/] It should be noted that the wage expenditures in our project studies include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, counseling, GED), and they therefore assume that there are no indirect wage payments required for time spent in activities other than project work. Since this assumption is not true in this case and many others, caution should be used in interpreting the number as the total wage expenditure associated with a particular project.

TABLE 3

PROJECT LABOR INPUTS AND EXPENDITURES

Type of Input	Units	Unit Charge	Total
Labor	28	2.93	$82
Supervision	1	6.07	$ 6
Direct Project Labor Expenditure			$88

IV. ASSESSMENT OF PROJECT OUTPUT AND QUALITY

The quality assessment of project output was provided by the Program Director. The enrollment procedure consists of completing a standardized form, answering any questions the new club member or his parents may have, collecting $2.00 membership fee and assigning a membership card and number to the enrollee. The initial impression of the club is largely determined by this first encounter, and the Director stated that he is very satisfied with the project participant's performance in all aspects of the enrollment procedure. All forms are completed, all fees are accounted for, and his conduct is complimentary to the club. The project participant was initially hired to teach guitar to club members. Where the participant was teaching guitar to the club members, he demonstrated an ability to establish a positive rapport with the club members, and there was a high demand for his instruction. The Director stated that this rapport has been carried over to his supervisory functions in the library.

All library activities were reported to run smoothly, and they are in high demand under the participant's supervision.

V. DEMAND FOR THE PROJECT OUTPUT

Information on the demand for the project output was provided by the Director of the Stamford Boys' Club. He felt that both of the activities in which the project participant was involved were extremely important to the club. Since the club did not have a gymnasium, the library program was considered an integral part of the overall activities of the club. With the start of the all-day summer program, the library functions required staffing on virtually a full-time basis because of their importance for the younger members. Similarly, providing effective enrollment procedures was considered essential in order to "set the tone" of the club to new members and their parents.

Consequently, it is extremely likely that some other person would have performed these functions if the participant had not been available to do so. Specifically, in the absence of the project funding or any other type of CETA funding, the Program Director would have first sought to fill the position with a student under the SASHA program. While not completely certain, he was confident that funding could have been obtained from this source. Failing that, however, his second option would have been to perform the functions through the use of volunteers from the community. Community support for the Club and the library program was felt to be sufficiently high that up to three additional volunteers could have been recruited. Assuming three volunteers would have been recruited and that each would work one day per week, approximately 75% of the functions performed by the project participant could have been performed alternatively through the use of volunteers.[1]

Since there is a strong likelihood that the work performed by the project participant would have been done in the absence of the program, the question becomes whether the person or persons who would have performed the work in the absence of the project are productively employed elsewhere in its presence. As noted, the most likely funding source for the position other than CETA would have been the SASHA program through the University. Since the University program, like CETA, provides funds for a subsidized position in order to provide work experience for its enrollees, it is reasonable to think that the probability is high that the University program would find another recipient of its subsidized position. Consequently, the probability is high that the person who would have performed the work of the project participant was employed elsewhere. However, returning again to the issue of the program established wage, we cannot be certain whether or not the wage paid to the person in this other position would accurately reflect his or her productivity.

Consequently, while we can be fairly confident that this project represents output substitution, and that the resources freed by the project participant have a high probability of being employed elsewhere, it remains uncertain what the correct measure of the additional output indirectly produced by the project would be.

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[1] A third option mentioned by the Program Director would have been to use existing staff to perform the enrollment functions. This would have involved cutting back on other club activities, and it is likely that the enrollment process would not have been carried out as systematically as it was by the project participant. In any case the remaining library functions could not have been performed during the busy summer period. The library would have been operated on a "self-service" basis and might have been closed if the loss of books and records increased significantly.

VI. SUMMARY

This project consists of one participant in the YETP program who served as the supervisor of library activities and enrollment at the Stamford Boys' Club. In his capacity as library supervisor, the participant supervised a number of games and coordinated group book report sessions. He was also responsible for enrolling and collecting fees from new club members and their families.

The most likely alternative supplier of the work performed by the project participant was a University student enrolled in a University funded work experience program. Other possible alternative suppliers were participants in the SPEDY program and volunteers from the community in which the Boys' Club was located. Only the University program option was used to derive an alternative supply price.[1] The project participant supply price--which is an estimate of the price that would have to be paid an alternative supplier to perform the work specifically performed by the project participant--is $56. On an hourly basis the estimate of the participant supply price is $2.04. The net wage expenditure of the project, which is calculated by subtracting the estimate of the total participant supply price from the total project labor expenditure, equals $26, indicating that the expenditure to have the work done by the project participant is $26 more than the expenditure to have the work done by the student in the University program.

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[1] Even in this case the assumption that the wage of the alternative supplier accurately reflects his or her productivity is questionable.

The quality of the work performed by the project participant was assessed to be quite high, and the Director of the Boys' Club was pleased with the performance of the participant. With respect to the demand for the output, it is quite likely that the work would have been performed even in the absence of the project. It is also likely that the person who would have performed the work in the absence of the project, i.e., a University student, is likely to have found employment in a similar position elsewhere under the University program. However, we cannot be certain that the program established wage that would be paid to the student accurately reflects his or her productivity in that alternative position.

RICH HILL HOUSING AUTHORITY PROJECT

This report covers a Youth Community Conservation Improvement Project (YCCIP) in Rich Hill, Missouri. The project consisted of painting the eaves, gables, and exterior trim of a nonprofit housing development for the elderly. This project was selected randomly from a list of Missouri Balance of State (BOS) YCCIP projects. The projects were weighted in proportion to their planned enrollment. The study measurement period was from April 17 through May 9, 1978.

I. PROJECT DESCRIPTION

This project was administered by the West Central Missouri Rural Development Corporation (West Central), a community action agency, which was originally provided YCCIP funding for a project to construct and install 200 solar heating systems in low income homes in the Nevada, Missouri area. Unable to implement the original project because the organization that was to provide the materials for the solar collectors could not do so, West Central was then given permission to use the funds to operate a civic improvement program in Rich Hill, a city of 1,661 people. This program had a number of objectives, such as repairing the town library roof and uncovering and resetting a cobblestone sidewalk. Both the solar energy and civil improvement activites were representative of planned Missouri BOS YCCIP projects, with four of the prime sponsor's sixteen projects planned for the solar energy field and six planned for civic improvement activities.

All project work was coordinated closely with the city through frequent meetings between the project supervisor and the mayor or members of the public works committee. Tasks not included in the original list of project activities were often put into the work schedule at these meetings.

The Rich Hill Housing Authority project, which is part of the civic improvement activities, consisted of the painting of the trim, door panels, eaves, and gables of six living units, each containing four apartments; a community building with washing and meeting facilities; two enclosures for the residents' garbage; and a small shed to store the lawn mower and other lawn tools. This comprised an exterior area of over 5,000 square feet, all of which was to be covered with two coats of paint.

The participants on the project were unemployed youth between the ages of 16 and 21. Some were on probation with the local courts and all were school dropouts. They were paid the federal minimum wage and their fringe benefits consisted of Social Security and Worker's Compensation coverage.

The supervisor of the project is a 24 year old resident of Rich Hill. He had no previous experience in supervision or the type of work undertaken in this project. Disciplinary standards were not formally defined by the program operator and the supervisor described his style as "soft but firm". He stated that verbal warnings were given when workers "came close to the edge". Reasons for termination were lying, stealing, and loafing. Several of the participants were on probation and the supervisor had, on several occasions, invited probation officers to meet with them about their behavior and work habits.

There was no special training provided to the participants when they began work on the project. For most of the skills required, such as using a paint brush, a hammer or a shovel, the participants were assumed either to have those skills or to have been able to learn them on the job.

The project work began April 17 and was completed on May 9, 1978. For one week of the project, the crew was at the planned enrollment level of seven participants, up from a beginning enrollment of three and an ending enrollment of six. All labor and supervision was provided by West Central Missouri Rural Development Corporation with YCCIP funding. Materials and supplies were purchased from a local lumber yard and paid for by the Rich Hill Housing Authority. Equipment was provided by the City of Rich Hill.

II. SUPPLY PRICE ESTIMATE

The most likely alternative supplier in the absence of the project would have been a private painting contractor in the area.[1] Two alternative supply prices were obtained from such painting contractors, who based their estimates on inspection visits to the project site after the work had been completed. The estimates were chosen on the recommendation of a local paint supplier.[2] A third estimate, computed by the person who had done the interior painting for the housing authority, was considered but rejected because of the large discrepancy between this bid and the other two bids, which appeared to be attributable to inexperience in estimating.[1]

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[1] Use of private contractor was confirmed by the Housing Authority President, who stated that in the absence of the project, he would have hired a painter to do the work in the Fall or the following Spring. Prior to the project, a local person was hired to do interior painting of one of the apartments.

[2] This approach was adopted because the rural nature of the area and small number and size of local painting firms made the use of telephone yellow pages or newspaper ads for a random selection procedure impossible.

Both of the painting contractors whose bids were used developed their prices by measuring the area to be painted and computing the labor and material costs based on the square footage to be covered. The bids were based on the assumption that two coats of paint would be applied.[2] Time was included in the labor charge for surface preparation before the first coat.

The first contractor projected the job to be done by a crew of five persons--one foreman at an hourly wage and fringe benefit rate of $10.43, and four journeyman painters at an hourly rate of $9.86. He anticipated that his crew would be at the work site for three days, for a total of 122 hours. His estimate of the total price for the job, including labor, materials, and overhead, was $2,263.

The second contractor, who works with his son, charges an hourly labor rate (including fringe benefits) of $7.42. This contractor estimated that it would take 121 hours to complete the job, at a total price of $2,074. Both estimates are summarized in Table 1.

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[1] Work performed by this person for the Housing Authority in the past was done on an hourly basis. The majority of the area to be covered was overhanging eaves, a fact discovered by the other two estimators who measured the area to be painted. The third estimator simply "eye balled" the job and may have missed much of the eave work. In addition, this person was reported to have substantially underestimated the time necessary to complete previous work performed for the Housing Authority.

[2] While the project plans called for two coats of paint to be applied, it is uncertain whether this in fact was done in all areas. This is discussed further in a subsequent section of the report on output quality.

TABLE 1

SUPPLY PRICE ESTIMATES

Type of Input	Estimate of Supply Price	
	Contractor #1 (Best Estimate)	Contractor #2
Regular Employee Labor		
Number of Hours	98	121
Price per Hour	$9.86	$7.42
Total Price	$966	$900
Supervisor Labor		
Number of Hours	24	None
Price per Hour	$10.43	N/A
Total Price	$250	N/A
Total Labor Price	$1,481	$900
Materials (Paint)		
Units	50 gallons	87 gallons
Price per Gallon	$9.00	$8.80
Total Price	$453	$768
Total Supply Price (excluding overhead)	$1,934	$1,668
Overhead	$329	$406
TOTAL SUPPLY PRICE	$2,263	$2,074

N/A: Not Applicable

The first contractor's estimate was chosen as the best estimate. This choice was based on discussions of the estimates with each contractor. While the total bids are not significantly different (15%) there is a substantial difference between the estimates in the number of gallons of paint required, and the first contractor was better able to explain the basis for his estimate. His estimate was also more easily disaggregated into cost categories (labor, materials, overhead and profit).

In order to compare the supply price estimates to the project expenditures, it was necessary to adjust the estimate to remove the overhead charge.[1] The overhead adjustments amounted to $329 for the first estimate and $406 for the second. The adjusted supply price estimate of the first contractor, chosen as the best estimate, was $1,934. The adjusted estimate of the second contractor was $1,668.

Two other related forms of the supply price estimate were derived. The first, total labor supply price, is an estimate of the total amount that would have to be paid to an alternative supplier for the labor to produce the output, including both the regular worker and supervisor labor. It does not include the price of materials and equipment or labor. The total labor supply price, as shown in Table 2, is $1,481.

The second form of the estimate, the project participant supply price, is the total labor supply price minus the cost of project supervision. This is an estimate of the amount that would have to be

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[1] Estimates of the overhead expenditures of the project were not made.

TABLE 2

ALTERNATIVE FORMS OF THE SUPPLY PRICE ESTIMATES[1]

Total Labor Supply Price[2]	$1,481
Project Participant Supply Price[3]	1,081
Total Labor Supply Price per Project Hour[4]	$2.47
Project Participant Supply Price per Participant Hour[5]	$2.22
Participant Relative Labor Productivity[6]	.23

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[1] All forms are based on the best estimate of the supply price.

[2] The total labor supply price includes both participant and supervisor labor.

[3] The project participant supply price equals the total labor supply price minus the cost of project supervision.

[4] Project hours include both participant and supervisor time on the project.

[5] Participant hours include only participant time on the project; supervisor time is excluded.

[6] Participant relative labor productivity equals the participant supply price per hour divided by the average wage rate of the alternative supplier regular employees.

paid to an alternative supplier to provide the output that was produced specifically and exclusively by the project participants, i.e., not including the contribution of the project supervisor to project output. It is constructed by subtracting project supervision costs, rather than alternative supplier supervision cost, from the total labor supply price because the labor input mix--that is, the mix of workers and supervisors--of the alternative supplier may be quite different than the corresponding labor input mix of the project. Using this method, the entire labor supply price of the alternative supplier can be measured and then "adjusted" to remove that portion of the output produced by the project supervisor.[1] The project participant supply price, also shown in Table 2, is $1,081.

In order to relate the supply price estimates to project labor inputs, the two labor supply price estimates are divided by appropriate measures of project hours. The total labor supply price per hour, derived by dividing total labor supply price by total project hours (participant and supervisor), is $2.47. The project participant supply price by total participant hours, is $2.22. This figure can be compared to a compensation rate (i.e., wage plus fringe benefit). In essence it is the closest measure available to the concept of the hourly productivity of participants.

Another useful measure, related to supply price, is the productivity of the project participants relative to that of alternative suppliers. The measure, which is called participant relative labor productivity, is calculated by dividing the participant supply price per hour by the average wage rate of the regular workers, excluding supervisors, who would have produced the output under the alternative supplier option. (For regular workers we assume their wage rate reflects their productivity.) The supervisor inputs are excluded from both the project productivity measure (i.e., the numerator) and the alternative supplier wage rate (i.e., the denominator). Therefore, just as the project participant supply price adjusts for (i.e., subtracts out) the contribution of the supervisor, this measure of relative labor productivity also does so in precisely the same way.

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[1] This method assumes, of course, that the wages of the project supervisor accurately reflect his/her marginal productivity.

The numerator in the participant relative labor productivity ratio is $2.22, which is the participant supply price per hour. The denominator, the average wage rate of the alternative supplier workers, is $9.86. The ratio, .23, indicates that the project participants were 23 percent as productive as the regular workers who would have produced the output in the absence of the project.

III. PROJECT INPUTS AND EXPENDITURES

Project inputs and expenditures are presented in Table 3. This information was obtained from the project supervisor and the program director at the West Central Rural Development Corporation, who maintained records for the project. Project participant inputs were obtained from time sheets and confirmed by the project supervisor. Supervisory time for the project was also taken from daily time sheets, and this time was adjusted to subtract time when the supervisor was not responsible for direct supervision of the participants on this project.

TABLE 3

PROJECT INPUTS AND EXPENDITURES

TYPE OF INPUT	UNITS	EXPENDITURES PER UNIT	TOTAL EXPENDITURES
Labor			
Project Worker Hours	487 hours	$2.93	$1,424
Supervisor Hours	112 hours	3.57	400
Materials & Supplies			
Paint	16 gallons	12.40	198
	4 gallons	12.00	48
	3 gallons	10.30	31
Other Supplies (brushes, paint thinner, etc)	Not Applicable	Not Applicable	27
TOTAL			$2,128

This was done by comparing participant hours to supervisor hours and subtracting supervision hours when no workers were present. Total labor inputs for the project are 487 participant hours and 112 hours of direct supervision.

The expenditure for participant labor was calculated from the daily attendance records maintained by West Central, using actual wage rates and fringe benefit costs. These expenditures totaled $1,424. Supervision expenditures were based on payroll records and compared with worker time sheets. The total supervisor expenditure was $400.

Information on materials and supplies was obtained from the treasurer of the Rich Hill Housing Corporation and from invoices. Materials and supplies consisted of paint, paint brushes, and thinner. Project expenditures for paint totaled $277, and $27 was spent for brushes and paint thinner.

In summary, the total direct expenditure for the project was $2,128. Project labor expenditures (participant and supervisor) were $1,824 and were paid with CETA funds. Materials and supplies expenditures, totaling $304, were paid by the Rich Hill Housing Authority.

An estimate of the "net expenditure" of the project can be derived by subtracting the total supply price (without overhead) from the total project expenditure. This number represents an estimate of the additional expenditure to have the painting work done by the project participants than to have the job done by an alternative supplier. The calculation ($2,128 - $1,934) yields a net expenditure of $194. Thus, the expenditure to have the painting done by the project was approximately 10 percent higher than the price that would have been charged by an alternative supplier.

We can also estimate a "net wage expenditure" for the project. This is done by subtracting our estimate of the total participant supply price from the total labor expenditure paid to the participants on the project paint crew. This number might be interpreted as the net expenditure that is paid to the project participant over and above the price of regular worker labor if an alternative supplier did the painting work. This calculation ($1,424 - $966) yields a net expenditure of $458. On an hourly basis, subtracting the participant supply price per hour ($2.22 an hour) from the project hourly wage expenditure ($2.93 an hour), the net wage expenditure equals $.71 per hour.1/

IV. ASSESSMENT OF PROJECT OUTPUT QUALITY

An assessment of the quality of the work performed by the project participants was provided by two independent estimators, three residents whose units had been painted, and the project supervisor. All the respondents stated that the quality of the work was far below commercial standards.

1/ It should be noted that the wage expenditures in our project studies include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, counseling, GED), and they therefore assume that there are no indirect wage payments required for time spent in activities other than project work. Since this assumption is not true in many cases, caution should be used in interpreting the number as the total wage expenditure associated with a particular project.

The painting contractors felt that most customers would not accept the job as performed. One contractor found areas that were not painted and other areas where paint had been applied without surface preparation to surfaces that were peeling and blistering. Some of the panels in the window openings were streaked because the old paint, slightly faded, was showing through the new paint. Another contractor said, that because of inadequate surface preparation and poor paint coverage[1] in exposed areas, he doubted that the new paint provided the wood with any significant weather protection.

The residents felt that the job that was done was not adequate. They noted paint over bricks and house numbers, and several residents had large paint smears on the sidewalk in front of their entrances. The project supervisor, however, felt that the work was adequate and the best that could be expected from inexperienced youth.

WORKER PERFORMANCE

The residents viewed the presence of the project participants as a disruption in their lives. Many were offended by what they termed "filthy language". One person related an unpleasant encounter with one of the participants. Midway through the project several residents asked that it be discontinued because of the participant's disruptive behavior, and a meeting was called between the President of

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[1] After viewing the work with the contractors, the program supervisor was asked whether the specified two coats had been applied. He stated that they indeed had been. This statement may be questioned, however, since the more conservative independent estimate projected 50 gallons of paint would be used, while the project used only 23 gallons, of which three were spilled and lost when almost full.

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the Housing Authority and the residents to discuss the situation. The complaints related mostly to the behavior of the participants in the absence of the supervisor. They covered smoking in the washroom, chasing each other with paint brushes, and one participant driving a riding lawn mower over a residents indoor-outdoor carpeting and "chewing it to bits". The association president resolved the matter by promising that the supervisor would be absent less often, and the project continued to completion. The project supervisor agreed that the project workers were disruptive. He felt that the residents' complaints were overstated, however, and attributed most of the disruptive behavior to the disadvantaged background of the participants.

V. DEMAND FOR THE PROJECT OUTPUT

The Rich Hill Senior Citizens Nonprofit Housing Development was built in 1976 and was ready for occupancy in October of that year. The development is a typical public housing project in which the Department of Housing and Urban Development (HUD) lends money to build housing for low income elderly people. Conditions of service are specified in the loan agreement. One of the provisions of that agreement is that the Housing Development Corporation must demonstrate the ability to operate and maintain the facility without additional federal funds during the first five years of operation.

In order to undertake the painting project, therefore, enough money would have to be available in the operating account to pay for the project and the majority of the corporation board would have to vote in favor of the project. The president of the corporation stated with certainty that the housing units would have been painted in the Fall or early Spring by a private painter if the project had not been in existence. He expressed surprise at the price that was quoted for the job by our independent estimators,[1] but he said that sufficient funds were available in the operating account to pay for the work if necessary.

Consequently, it is quite certain that in the absence of the project the work would have been produced by an alternative supplier. The value of the output, therefore, must be determined on the basis of whether the person or persons who would have performed the work in the absence of the project were instead productively employed in another job. We noted earlier, the corporation president stated in our initial interview that in the absence of the project the painting work would probably have been done by a local resident who had previously been used to paint the interior walls and ceilings of one of the apartment units in the project.[2] This person, in turn, stated that if approached she would have accepted the job. Thus it is likely that in the absence of the project the painting would have been performed by this local resident.

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[1] His surprise at the estimate may have been due to the deceptive appearance of the buildings. The majority of painted surface area consists of eave overhang and the buildings given the impression that most of the surface is brick.

[2] In a later interview, he modified this assertion by stating that the job may have been too big for her to perform. This modified assertion is to some degree a product of hindsight based on our project study. Although he came to realize that more surface area was involved than he originally thought, this awareness would not likely have occurred in the absence of the project. For that reason, his first statement is considered the best evidence of what would have happened in the absence of the project.

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Based on the available evidence, the probability that the local resident would have been employed in another job is quite low. She reported that she had worked only sporadically in the period immediately preceding our interview with her and she felt that she did not have enough work. Most of the jobs that she had worked on were small ones that did not provide much employment stability.

Because the probability is low that the person who would have performed the painting work in the absence of the project would have found alternative work, the value of the project output relative to its supply price is considered low. Despite the fact that the work would have been done in the absence of the project, the project output does not appear to represent much additional output because the person who would have done the work in the absence of the project was unlikely to have found alternative employment.

VI. SUMMARY

This project consists of a crew of participants in the YCCIP program who were involved in the painting of the eaves, gables, and exterior trim of the Rich Hill Nonprofit Housing Development for the Elderly. The project was administered by the West Central Missouri Rural Development Corporation, a community action agency. The area that was painted was over 5,000 square feet.

The most likely alternative supplier in the absence of the project would have been a private painting contractor in the area. Two alternative supply prices were obtained from painting contractors, who based their estimates on inspection visits to the project site after

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the work had been completed. The best estimate of the total price for the job, including labor, materials, and overhead, was $2,263. With overhead removed, the estimate came to $1,934. The total labor supply price for the work, derived by subtracting the price of materials from the estimate, was $1,481. The best estimate of the participant supply price, that is the price that would have to be paid to an alternative supplier for the output produced specifically by the project participants, was $1,081. On an hourly basis, the total labor supply price was $2.47, while the participant supply price per hour was $2.22. The ratio of the participant supply price per hour to the average wage rate of the alternative supplier workers indicates that the project participants were 23% as productive as the regular workers who would have produced the output in the absence of the project. The net wage expenditure for the project, which is calculated by subtracting the estimate of the total participant supply price from the total project labor expenditure, equals $194, indicating that the expenditures were greater by that amount to have the output produced by the participants than to have the output produced by an alternative supplier.

The quality of the project output, as assessed by two independent estimators, several residents of the housing project, and the project supervisor, was quite low. All the respondents stated that the quality of the work was far below commercial standards, and the painting contractors felt most customers would not accept the job as performed. In addition, the residents felt that the project participants were disruptive.

Complaints of disruptive behavior and bad language at one point led to a request that the project be discontinued, but promises by the supervisor that he would be absent from the work site less often led to its continuation.

With respect to the demand for the project output, it is very likely that the work would have been performed even in the absence of the project. The person most likely to have performed the work, a local resident, had a low probability of being employed on alternative painting jobs during this period.

SUNNYSIDE CLINIC PROJECT

This report covers a labor service project that is part of the Youth Employment and Training Program (YETP) in Houston, Texas. The project consists of two participants working as preparatory assistants in Sunnyside Clinic, a city health facility. The project was selected randomly from a list of current participants in the YETP program in Houston. The period of measurement is for the period August 9 through August 22, 1978.

I. PROJECT DESCRIPTION

The City of Houston operates twelve public health clinics through the Nursing Division of the Department of Public Health. Dispersed widely across the city, these clinics receive funds from various local, state, and federal sources, with the major source of funding being the Department of Health, Education, and Welfare (HEW). The clinics provide family planning and health screening services to persons defined as economically disadvantaged by federal guidelines. In addition to these activities, the clinics have major screening and immunization programs for veneral disease and tuberculosis.

The clinics have used CETA participants since the beginning of the CETA program, and the Director of the Nursing Division felt that CETA participants have had both a positive and negative impact on the clinics. CETA participants have allowed professional staff to spend less time with routine duties such as clean-up, movement of patients, taking laboratory specimens, and so forth. This permits the doctors, nurses, and nurse practitioners to have more direct patient time, and the Director feels that this results in better medicine being practiced. Also, CETA provides training for economically disadvantaged persons that allows them to better compete for permanent paraprofessional positions in the clinic. However, the Director stated that the Nursing Division incurred many problems in trying to integrate CETA workers into the regular staff because of fluctuating enrollment levels and limited planning time. The planning time is necessary because, before CETA participants can be used in areas of direct patient contact, they must go through an orientation process that familiarizes them with the proper methods and protocol to be followed.

The Sunnyside Clinic is the newest of Houston's clinics, having been completed in 1977. The two project participants assist the doctor and nurse practitioner in the family planning unit and are directly supervised by the nurse in charge of that unit. About eighty patients are scheduled for appointments each day in the unit, and about fifty appear. The duties of the participants are to assist the patients in undressing, if necessary; weigh and measure patients; and make certain that equipment and supplies necessary for examinations are present. After the examination, the participants clean the examination area and wash and store the equipment. In addition, one of the participants occasionally operates the telephone switchboard and does some filing of patients' records.

The participants are expected to observe the same standard of discipline established for the regular clinic workers. If problems develop, the clinic administrator (not the participant's immediate supervisor) will speak directly to the participant and attempt to resolve problems at that level. If problems persist, the administrator will speak to the YETP program counselor assigned to that participant. Intractable cases are handled by requesting the YETP program administration to transfer the participant to another position outside the clinic.

The YETP program in which the participants are enrolled is a three month program. Both participants are enrolled full time (40 hours per week) in the program. One participant spends 16 paid hours each week attending classes to get a Graduate Equivalency Degree, which reduces her project work time to 24 hours weekly. The clinics are open from 8 a.m. to 5 p.m. and the participants normally are present from 8 a.m. to 4:30 p.m.

The YETP program funds provide only wages for this project. All supervision, supplies, and equipment costs are borne by the Houston Department of Public Health.

II. SUPPLY PRICE ESTIMATES

The most likely alternative supplier of the output produced by the project participants would be clinic assistants employed by the Houston Department of Public Health, Division of Nursing. With one major exception, discussed more fully below, the job duties of the participants were identical to those of the clinic assistants,[1] an entry level position in the Division of Nursing. Several clinic assistants were employed at the Sunnyside Clinic. They were used as the basis for a labor productivity comparison with the participants in order to derive supply estimates.

The only difference between the clinic assistants and the participants was that the clinic assistants, as part of their job duties, would collect, label, and send laboratory specimens to the city laboratory. This responsibility accounted for approximately 25 percent of the assistants' work time and required special training.[2] The two project participants were not permitted to perform this laboratory function since they had not been trained in the proper procedure for doing so.[3] In all other aspects of the job, the productivity of the participants was rated equal to that of the clinic assistants. In addition, the participants required the same amount of supervision as the regular clinic assistants.

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[1] During the measurement period one of the participants also answered telephones and filed patient records while filling in on a temporary basis for an absent staff member. Although this is not part of the clinic assistant job description, it was consistent with standard practice of shifting personnel to fill gaps rather than increasing overtime or hiring temporary staff. A clinic assistant would be the most likely staff member to be used in this temporary capacity in the absence of the project.

[2] The Director of the Nursing Division said learning to take a blood sample was the primary focus of the laboratory training. An improperly taken sample is very painful to the patient, so considerable time is taken to teach it properly.

[3] Only employees expected to remain more than three months are taught this procedure. The Clinic Administrator said that if the project participants were scheduled to be there for more than three months they would have been taught the procedure.

Since the work done by the project participants was identical to that done by the clinic assistants in all respects except the performance of laboratory functions, two supply price estimates were calculated. The first estimate takes into account the fact that the participants do not perform the laboratory work and assumes that the laboratory work represents more highly skilled work.[1] The skill differential between this aspect of the job and other job functions is assumed to be 25 percent, i.e., other job functions are 75 percent as skilled as the laboratory work.[2] Since 25 percent of the clinic assistants' time is spent doing laboratory work, only one quarter of the wage would be subject to this downward adjustment. Recalling that the participants and the clinic assistants were considered equally productive in the other (identical) aspects of their jobs, the supply price estimate would be $3.29 per hour, or $395 for the entire measurement period. This assumes that the participants were 100 percent as productive as the clinic assistants (whose starting hourly wage is $3.51) in 75 percent of their job duties and 75 percent as productive in the remaining 25 percent of the job.

The second supply price estimate was based on the assumption that the productivity of the participants is equal to that of the clinic assistants on all tasks performed. This estimate is simply the clinic assistants' wage rate, or $3.51 per hour, or $421 for the entire measurement period. The first estimate is considered the best estimate, since it is likely that there is a difference in the productivity of the clinic assistants and the participants based on the additional job duties of the former.

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[1] Given the importance placed on it and the increased training time required to learn it, this appears to be a reasonable assumption.

[2] This assumption is, of course, somewhat arbitrary, but no wage data are available for comparable jobs that do not include the laboratory work.

Another useful measure, related to supply price, is the productivity of the project participants relative to that of alternative suppliers. The measure, which is called participant relative labor productivity, is calculated by dividing the participant supply price per hour by the average wage rate of the regular workers, excluding supervisors, who would have produced the output under the alternative supplier option. (For regular workers we assume their wage rate reflects their productivity.) The supervisor inputs are excluded from both the project productivity measure (i.e., the numerator) and the alternative supplier wage rate (i.e., the denominator). Therefore, just as the project participant supply price adjusts for (i.e., subtracts out) the contribution of the supervisor, this measure of relative labor productivity also does so in precisely the same way.

The numerator in the participant relative labor productivity ratio is 3.29, which is the participant supply price per hour. The denominator, the average wage rate of the alternative supplier workers, is 3.51. The ratio, .93, indicates that the project participants were 93 percent as productive as the regular workers who would have produced the output in the absence of the project. As noted above, the only difference between the productivity of the clinic assistants and that of the participant is the additional, more highly skilled job duties of the clinic assistants.

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III. PROJECT INPUTS AND EXPENDITURES

Project participant input data were obtained from the program operator, the Neighborhood Community Daycare Center Association, who made out the payroll and maintained participant employment records. All other project inputs, including supervision, were contributed by the client agency, the Division of Nursing within the Houston Department of Public Health. These inputs are not included in the calculations because it was determine that there was no difference with respect to these inputs between the project and the alternative supplier. The participants spent a total of 120 hours on the project during the period of measurement. In addition, one of the participants spent 32 hours of nonwork time in a GED program, but these hours have not been included in the project input and expenditures calculations.

The only project expenditures charged to the YETP program are the wages and fringe benefits of the participants. This expenditure totaled $337 for the period of measurement. All other project expenses were incurred by the client agency.

An estimate of the "net wage expenditure" of the project can be calculated by subtracting out the estimate of the total participant supply price from the total labor expenditure paid to the participant on the project. This number might be interpreted as the net expenditure that is paid to the project participant over and above what would have to be paid to have an alternative supplier produce equivalent output. For this project the calculation ($337 - $395) yields a net wage expenditure of -$58. This negative value means that the expenditure would have been $58 greater to produce the project output using an alternative supplier than to have the output produced by the project participant. On an hourly basis, subtracting the participant supply price per hour ($3.29 an hour) from the project hourly wage expenditure ($2.81 an hour), the net wage expenditure equals -$.48 per hour.[1] These negative net expenditure values result from the fact that the productivity of the project participant was judged to be only slightly below that of regular workers, while the wage rate of the participant was considerably below the regular worker wage rate.

IV. ASSESSMENT OF PROJECT OUTPUT QUALITY

An assessment of the quality of output of the project participants was obtained from the clinic administrator. It was her opinion that the participants were able to do the assigned tasks with the same degree of confidence and thoroughness as the regularly employed clinic assistants. As noted earlier, the participants did not perform some of the laboratory preparation functions that were performed by the clinic assistants. On all the other tasks that the two groups performed in common, the quality of their work was rated as equal. The clinic administrator said that the only difference between the participants and the regularly employed clinic assistants was that the training time for the participants at the beginning of their employment was longer than that for that of the clinic assistants.

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[1] It should be noted that the wage expenditures in our project studies include only wages paid for the time participants are assigned to projects. They do not include wages or stipends paid while participants are assigned to other program activities (e.g., classroom training, counseling, GED), and they, therefore, assume that there are no indirect wage payments required for the time spent in activities other than project work. Since this assumption is not true in many cases, caution should be used in interpreting the number as the total wage expenditure associated with a particular project.

V. DEMAND FOR THE PROJECT OUTPUT

Information on the demand for the project output was provided by the director of the Division of Nursing and the clinic adminsitrator. The administrator said that in the absence of the project, the tasks performed by the participants would continue to be performed at the same scale. Patients would not be turned away and all of the preparation and clean up work would have to be performed. However, she stated that the clinic would not hire new staff and would not allocate any additional funding to the family planning units in order to perform these tasks in the absence of the project. She said that the work done by the participants would be done instead by the licensed vocational nurses and the registered nurses presently employed, just as they had done prior to the YETP project. This would result in a reduction in the time the licensed vocational nurses and registered nurses currently spend developing case histories and counseling patients. The clinic administrator felt that the increased time spent by the nursing staff talking to the patients resulted in better diagnosis and better patient understandings of the techniques required for successful family planning. She did not, however, speculate on the quantitative value of these activities.

Thus, there is strong evidence that the work performed by the project participants would have been performed even in the absence of the project. Consequently, the project represents a case of output substitution in that the participants are producing output that would otherwise have been produced by other employees in the same work unit. In essence, the presence of the project participants has freed the members of the nursing staff to concentrate on other activities in the clinic. It is these activities that represent the additional output that is produced (indirectly by the project participants). However, the value of that output is difficult to determine. There is a presumption on the basis of the statements of the clinic administrator that the additional counseling and case history activities in which the nurses are engaged are highly valued. However, quantitative estimates of that value are elusive in this case because the nurses are paid the same wage that they would have been paid in the absence of the project. Ultimately the value of the freed resources, and consequently the value of the project output, rests on the answers to two questions: (1) what is the value of the increased counseling and other patient contact activities of the nurses? and (2) has the presence of the project participants alleviated any market inefficiencies in that they have allowed the nursing staff to engage in presumably more highly valued activities?

VI. SUMMARY

This project consists of two participants in a YETP program who are providing labor services to the Sunnyside Clinic in Houston, Texas. The duties of the participants are to assist the patients in undressing, if necessary; weigh and measure the patients and make certain that equipment and supplies necessary for examinations are present. After the examination, the participants also clean the

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examination area and wash and store the equipment.

The most likely alternative supplier of the work performed by the project participants would be clinic assistants employed by the Houston Department of Health, Division of Nursing. Several clinic assistants are already employed at the Sunnyside Clinic. They were used as the basis for a labor productivity comparison with the participants in order to derive a supply price estimate. The only difference between the job responsibilities of the clinic assistants and the project participants was that the clinic assistants would collect, label, and send laboratory specimens to the city laboratory. The participants were not permitted to perform this function since they had not been trained in the proper procedure for doing so. In all other functions the productivity of the participants and the clinic assistants was judged to be equal. The best estimate of the supply price for the work done by the participants, adjusting for this difference in job duties, was $3.29 per hour, or $395 for the entire measurement period. The ratio of the participant supply price per hour to the average wage rate of the clinic assistants indicates that the project participants were 93% as productive as the assistants. This difference is based solely on the additional, more highly skilled job duties of the clinic assistants.

The "net wage expenditure" of the project--that is, the net expenditure that is paid to the project participant over and above what would have been paid to have the clinic assistants provide the output--is -$58. This negative value means that the expenditure would have been $58 greater to produce the project output using the clinic assistants than to have the output produced by the project participants.

The assessment of the quality of the work done by the participants, provided by the clinic administrator, reveals that on all the tasks that the participants performed in common with the clinic assistants, the quality of their work was rated as equal. The clinic administrator said that the only difference in the participants and the regularly employed clinic assistants was in the training time that was required for the two groups.

With respect to the demand for the project output, there is strong evidence that the work performed by the participants would have been done even in the absence of the project, probably by the registered nurses and licensed vocational nurses who had performed the work prior to the project. Because of the presence of the participants, members of the nursing staff were able to spend more time counseling patients and developing case histories. This increased patient contact was considered very valuable by the clinic administrator, although we have no quantitative estimates of that value. Consequently, a determination of the value of the additional output indirectly produced by the project participants rests on what the value is of the additional patient counseling and case history development brought about by the project, and whether the existence of the project might have alleviated an existing market imperfection by permitting the members of the nursing staff to engage in more highly valued activities.

SUMMARY CONFERENCE REPORT
ON
SUMMER PROGRAMS FOR
ECONOMICALLY DISADVANTAGED YOUTH (SPEDY)

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 30

OVERVIEW

The Summer Program for Economically Disadvantaged Youth (formerly the Neighborhood Youth Corps Summer Program and for 1979 simply the Summer Youth Program) has been operating since 1965. Throughout these 14 years, there has never been an opportunity for the organizations and people operating the program to come together and discuss problems and approaches for overcoming them. The advantage of a decentralized delivery system is that a diversity of techniques are developed and applied; the shortcoming is that they are rarely recognized and replicated. The Office of Youth Programs recognized that by sharing experiences, future summer efforts could be much improved. This summary report highlights the effective procedures for planning, operating, assessing and monitoring the summer program and identifies various successful models which have been developed and applied by prime sponsors around the country. Participants were able to provide a wealth of practical guidance to one another and to the regional and national office representatives. The number of effective short cuts to positive implementation described by the participants will no doubt benefit summer operations.

While the value of prime sponsor sharing of experiences cannot be overstated, equally important is the fact that SPEDY practitioners were provided positive, national direction from principal policy officials. It is very important to those people charged with developing worksites and implementing local projects that they appreciate that their efforts are recognized as a fundamental element of a comprehensive youth employment policy.

The four conferences proved that the Summer Youth Program is not a stagnant, income maintenance program but rather a program of constant change and innovation backed by local commitment in most areas to further improve its quality.

ROBERT TAGGART
Administrator
Office of Youth Programs

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I. SUMMARY OF SPEDY CONFERENCES: AN INTRODUCTION

"Perfecting Operations Through Sharing Experiences" set the theme for four conferences convened by the Department of Labor (DOL) from mid-October into the first week of November 1978. The common ground for participants who attended these regional meetings held in King of Prussia, Pennsylvania; Chicago, Illinois; Los Angeles, California; and Houston, Texas; was the Summer Program for Economically Disadvantaged Youth (SPEDY), a summer youth employment program effort under Title III of the Comprehensive Employment and Training Act (CETA). With sharing and refining of program operation experiences being highlighted, each of these day-and-a-half conferences was largely structured around eighteen topical workshop sessions on programmatic and operational subjects. These workshops, particularly, provided some common ground for SPEDY administrators to view their future efforts in light of their past programs.

Although attended by staff members from the National and Regional DOL Offices, as well as members of the National Youth Participant Observer Committee (NYPOC), the conference represented the intention of DOL to give local SPEDY prime sponsors the time and opportunity to learn from each other. The result was active discussion which involved all participants in an equal measure of give and take.

The fourteen workshop summaries included here describe some of the practices, procedures, and approaches which individual prime sponsor agencies have taken to address common problems or areas of concern. Most of the topics under discussion dealt with issues affecting agencies irrespective of their size, geographic location, or funding level; however, the conferences also allowed for some specialized discussions, such as one that was planned specifically for administrators and operators of the country's large, urban SPEDY programs.

Following the last workshop summary is an overview of the perspectives on SPEDY offered by the young members of NYPOC. The final section of this summary report discusses certain issues which remain to be resolved.

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II. CONFERENCE PURPOSES

The Summer Program for Economically Disadvantaged Youth (SPEDY), formerly known as the Neighborhood Youth Corps Summer Program, is one of the oldest surviving youth programs. As such, it has been successful over the years in providing summer jobs to millions of youth across the country. As an income maintenance program, SPEDY served a basic purpose of providing work and putting money into the pockets of disadvantaged youth. In Fiscal Year 1977, and to a greater extent in FY 1978, however, attention was focused nationally on improving the quality of the experiences of youth during the short summer program. During the past two years, the regulations have been strengthened to encourage quality work site development, supervision and career exposure; monitoring and evaluation have been emphasized; and planning has begun earlier than ever.

The SPEDY conferences were designed to capitalize on the experiences of prime sponsors during the summer of 1978 and to serve as another mechanism for improving the summer program. In line with the theme of the conferences, Summer Youth Employment: Perfecting Operations Through Sharing Experiences, the three major purposes to be achieved were:

- to present findings from FY 1978 assessment studies of the Office of Youth Programs to improve overall program quality along the lines of established program emphases;
- to identify and share exemplary programs and components which could be replicated by other prime sponsors; and
- to provide information and incentives to begin planning for the FY 1979 summer youth programs.

Although the conferences focused on functional areas, such as planning, monitoring and evaluation and highlighted work experience, training, orientation and other aspects of program activities, specialized topics, such as Vocational Exploration in the Private Sector (VEPS) and Big City Programs, as well as results of National Office SPEDY assessments also received close attention. Several special features of the conferences involved youth themselves. A group of high school students from the Detroit public schools presented a special production of a career awareness program entitled, "Work or Don't Let Your Attitude Intrude." In addition, a panel of youth from the National Youth Participant Observer Committee (NYPOC) were invited to attend as conferees.

The conferences brought together prime sponsors throughout the country and featured special guests such as the Assistant Secretary of the Employment and Training Administration, Ernest Green, and the Mayor of Chicago, Michael Bilandic. Representing the best of SPEDY experiences, the SPEDY conferences should serve as a kickoff to even more successful planning and implementation of summer programs in FY 1979 and in years to come.

III. WORKSHOP SUMMARIES

Grant Planning: Putting It Down on Paper

Recognizing the unequivocal relationship between the planning process and the quality of program operations, prime sponsors are attempting to develop planning into a year-round business assuring that SPEDY programs evolve and improve from year to year. In addition, there was general agreement that grant planning is not the same as "putting it down on paper" putting it down on paper caps off the planning process.

Although strategies necessarily differ among prime sponsors, many have begun to improve planning with significant changes at their administrative levels. The Broward Employment Training Administration (BETA), in southern Florida and Louisville-Jefferson County, Kentucky, for instance, exemply those prime sponsors that have achieved more continuous planning and more efficient implementation by consolidating various youth efforts in a central administration. While many prime sponsors, particularly the larger ones, find that trimming their administrative structures is paying off in improved services to youth, others find that their programs are strengthened by delegating more responsibility outside the agency. Having realized that agency staff were being stretched too thin to effectively monitor 1978 worksites, for example, the prime sponsor in Ensura County, California will subcontract their monitoring duties next year.

Another approach to good planning is to establish an overall theme for all planning decisions. This is currently done by a Virginia prime, the Richmond Area Manpower Planning System (RAMPS). By planning only a few program changes each year, this prime concentrates on the careful evaluation of its programs and accents stability even at the expense of moving slowly into new program areas suggested by the SPEDY guidelines.

Prime sponsors may have different overall planning strategies, but strikingly similar themes were listed as they attempted to boil down good planning to its essential characteristics. These could be said to crystallize into four main points: (1) developing a program around and in response to local decisions or need; (2) ascertaining and actively involving key community resources; (3) setting realistic goals, that is, goals which can actually be implemented; and (4) building-in an evaluation mechanism so that findings can be used for future planning.

Early planning is an essential ingredient for each of these steps, but particularly so for allowing decisions and locally-determined priorities to flow "from the bottom up." When this happens, then, SPEDY planners assume the role of instruments or tools in developing programs that meet local needs. Representatives of Minnesota Balance of State (BOS) defined planners as "instruments." The South Dakota Balance of State (BOS), for

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example, actively "invaded" the private sector in 1978 SPEDY at the direct request of the state's six planning councils and the Youth Council. This direction was chosen in light of the identified need for better types of training, better supervision, and greater diversity in work experiences. The preliminary assessment of this concerted effort demonstrates its success; not only have private employers retained many of the youth who participated in OJT or part-time positions during the school year, but also, the monitoring findings show that private employers did indeed have a greater interest in the quality of youth's experiences than was found at other sites.

The second essential characteristic is recognizing the impossibility of implementing "what's on paper" without the active involvement of participating agencies throughout the planning stages. To do so, however, prime sponsors must find the time and establish the necessary lines of communication that assure the accurate flow of information to all — CBOs, the Youth Council, and all other "actors" — as it is received or decided upon, from regulations down to specific timetables. A Utah planning agency, Mountainland Association of Governments (MAG), has also attempted to increase the coordination of its sub-contractors by means of ongoing training sessions for agency representatives and an Implementation Manual which delineates roles and responsibilities for everyone involved in CETA youth programs. The result of such linkages can be well-informed and supportive community groups which, by virtue of their stake in the planning become partners in implementation.

Prime sponsors also considered their common problem in realizing the goals they have put on paper, which occurs without regard to program size, funding level, or organizational structure. Prime sponsors agreed on the need to carefully assess the limits of what a summer program can do and develop goals based on needs and resources. The Tri-County (Pennsylvania) Manpower Consortium, for example, feels that its SPEDY program should concentrate on employment since supportive services are available through other titles that run concurrently; RAMPS, in Virginia, has not yet concentrated on dropouts in SPEDY believing that their needs are better addressed in the longer-term CETA programs. In such ways as these, prime sponsors focus on realistic goals and priorities when planning their summer programs.

Finally, good planning should incorporate the successes of previous programs and eliminate the unworkable. The capacity of prime sponsors to make these judgments, however, depends on what provision is made for program evaluation during their grant planning. Increasingly, prime sponsors are setting measurable goals and establishing criteria on which to judge the degree of achievement, are using this information to take constructively critical looks at the just completed programs, and are developing program goals for the next year.

Prime sponsors are being encouraged to exercise all of the local options and leverages available to them to establish a year-round summer planning staff, to include youth themselves in planning, and to strengthen relationships with existing services in order to improve SPEDY planning. Even for a program of short duration like SPEDY, the keys to better grant planning are starting early and making planning a top priority throughout the year.

Integrating SPEDY Into Year-Round Planning and Programming

While prime sponsors endorse the concept of integrating SPEDY with other CETA and youth program activities, and can understand the tangible benefits of such coordination, the reality of this process is frustrating to many of them. Among the major problems identified by prime sponsors is the administrative difficulties in juggling different sets of guidelines, goals, economic requirements, and budgets for each program. There also seems to be confusion among prime sponsors as to what the regulations do or do not permit in the way of concurrent enrollments, inter-program transfers, and mixing program funds. In establishing smoother collaboration with non-CETA agencies, prime sponsors also run into "turf" problems which often defeat integrative efforts.

Although none diminish the difficulties posed by this new emphasis on integrating SPEDY, some prime sponsors have found workable solutions that assist their efforts. The City of Omaha, Nebraska prime sponsor, for example, has the money to plan SPEDY year-round by borrowing from other titles which is permissible as long as the funds are accounted for in the SPEDY budget. The City of St. Paul, a Minnesota prime sponsor, has a single delivery approach for youth programs and can expect youth to remain in programs an average of three-and-a-half years. This makes inter-title transfers possible and eliminates the need for re-enrollment.

Prime sponsors in both Michigan and Kansas have used the Request for Proposal (RFP) solicitation process to integrate planning and programs. The Genesee/Flint Consortium in Michigan, for example, has designed its RFP so that potential subcontractors must propose programs to serve youth in SPEDY, Title I, and YETP although they can choose to do so in any of three component areas, that is in Youth Work Experience/Worksite Management, Employability Counseling Services, or Vocational Exploration Programs (VEP). This approach has been successful not only in eliminating "turf" problems, but also by blurring the lines of distinction between programs at the local level, in emphasizing the delivery of needed services rather than the categorical source of a service.

Similarly, Balance of State (BOS) Kansas found it helped to let an RFP on a two-year basis. The RFP required a year-round Director and staff to integrate Title I in-school and SPEDY, and outlined very specific provisions including the requirement that SPEDY planning be conducted concurrently with the in-school operation.

In addition to the administrative benefits of program integration, such as savings in program costs, reduced duplication of effort, and smoother planning, prime sponsors also recognize the benefits that can result in more comprehensive services and in serving the long-range needs of youth.

The prime sponsor serving southeast central Michigan, Genesee/Flint Consortium, for example, aims to provide individualized services to youth. Because its programs have been integrated, SPEDY counselors have many resources available, CETA and non-CETA alike, so that each youth can get whatever services he or she needs most; in other words, integration has allowed categorical programs to be pulled apart and restructured in individual ways.

The City of St. Louis (SLATE), Missouri prime sponsor aims to structure its programs so that they feed into each other and provide long-range impact on youth. For example, 8-13 years old youth who participate in a summer recreational program have already been involved in vocational exploration when they enter SPEDY. Also, this prime sponsor is preparing both SPEDY and YETP youth for the future by concentrating on developing employability skills and work habits from year to year. Hopefully, many of these youth will be eligible for referral to their Title I skills center, where strict academic requirements imposed by the local union have up to now posed problems for such referrals.

In North Carolina, the Raleigh Consortium developed several special projects which are being incorporated into their overall program. One of these SPEDY projects, which sought to encourage positive attitudes and self-concept in youth, has had such demonstrable success that it will become a component in all of their CETA programs.

The Balance of Erie County, Pennsylvania prime sponsor was directed to enhance the long term impact of SPEDY services in 1977. In order to do so, the prime sponsor made concerted efforts to coordinate with local education agencies (LEA's). Among the many advantages of this collaboration were job related training seminars conducted by school staff at each SPEDY worksite to strengthen youth's job skills and work habits. As a result of this summer experience, youth gained learning experience with long term application in addition to employment.

The Stockton-San Joaquin County, California prime sponsor has also focused on articulation with LEAs, making use of the county school system as the "administrative arm of SPEDY." The communication that is so necessary when such linkages are developed is fostered in this area by an innovative Complaints Control Center. This office receives all questions or complaints regarding program operations which keeps administrators alert to problems and serves to keep the various agencies involved well-informed.

While the differing policies, criteria, and approaches among CETA programs, and complicated guidelines do hinder integrating SPEDY into year-round planning and programming, many prime sponsors have been successful in their attempts to work out solutions. Prime sponsors can also look forward to the results from ten demonstration programs which will be selected as case studies of program integration sometime next year.

Staff Orientation to SPEDY: Regulations, Goals, and Procedures

As the direct link between prime sponsor agencies and youth summer experiences, SPEDY staff constitute a fundamental influence on the quality of the summer programs. For this reason, prime sponsors must develop suitable orientation to prepare staff who are both knowledgeable about the program and its purposes and who possess the skills and attitudes that will maximize youth experiences.

Time, however, imposes major constraints on prime sponsors and their plans for staff training in several ways. To begin with, the short duration of SPEDY programs limits the choice of staff and also limits the possibilities for building on staff abilities and experience from one year to the next that can occur in year-round programs. Prime sponsors are more often than not faced with hiring new personnel each year and providing inexperienced staff with introductory training. The quick start-up of SPEDY each year also affects the quality of staff orientation. Since training usually occurs just before programs begin, when so many other program matters demand attention, training tends to be a brief, often pro forma treatment of rules, regulations, etc. In the short time available to them, prime sponsors are also hard pressed to address the important area of attitude development, perhaps the most important learning area for staff who will be working closely with youth and worksite personnel. Recognizing these constraints on preparing staff adequately for their roles and responsibilities, prime sponsors must make efforts to have a thoroughly planned and fully developed orientation in place prior to the start of their programs.

Typically, orientation or training sessions provide information on CETA and SPEDY, their regulations and intent; on the relationships of each staff member to the other; and on procedural matters such as payroll, accident reports, referrals, terminations, equal employment opportunity, and recruiting. However, some prime sponsors have begun to expand on this bare-bones content. A rural prime sponsor, for example, also provides information to its SPEDY counselors on the local political structure, its local geography, as well as methods of dealing with parents. Counselors for another rural prime sponsor found a workshop in communication and listening skills to be very helpful in their work with youth. In a large urban area, monitoring staff receive specific training in observation skills and data collection techniques. Part of the training for a consortium staff engaged them in the innovative techniques that they could use during the program to encourage youth in recognizing some of their personal values.

Since initial orientation sessions are often restricted by time, prime sponsors have extended their staff training in several different ways. One way is to distribute handbooks or manuals which outline roles, responsibilities, and procedures. Although this technique may seem most helpful where large numbers of staff must be trained in a short amount of time, it is being used by small and large agencies alike. Recognizing the need for following up on initial staff training, another *prime sponsor* stresses the idea of "reorientation" by conducting weekly inservice sessions throughout the summer. A *Balance of State* prime sponsor extends staff orientation through the year by convening several meetings in the spring, which include skills training workshops, and by capping off the summer with a staff review of the entire program.

Important questions regarding staff, which probably cannot be answered in one way for all prime sponsors, are the questions of who are best qualified to work with youth and how they should be selected. Some of the approaches already used demonstrate considerable variety; for example, *a Balance of State* prime sponsor looks particularly for persons with SPEDY experience to be its team leaders; a *consortium* prime sponsor has found that elderly persons are very effective counselors; a *county* prime sponsor favors recruiting staff from the immediate community believing they will take greater interest in the quality of the program; another *prime sponsor* makes extensive use of local education staff. Essentially, the issue boils down to a question of what characterizes the ability to make the most of youth's experiences. Is a graduate degree an indication of this ability? Will youth identify more easily with persons who have experienced some of the same problems they experience? This is likely to remain one area in which prime sponsors will continue to base individual decisions on demonstrated performance in their own programs.

In addition to the agency staff who will be working directly with youth, some prime sponsors also try to reach worksite supervisors with some training or orientation before their programs begin; many, however, experience similar difficulties in doing so. It is often difficult, for example, to get these adult workers to attend "extra" meetings; another difficulty lies in reaching the appropriate worksite personnel, that is, those who will deal with the youth on a day-to-day basis. Those prime sponsors, however, who have arranged for staff to visit individually with supervisors to distribute handbooks and to discuss the importance of attending orientation meetings, have found increased responsiveness to their overtures.

Although prime sponsors will continue to face the constraints of time inherent in summer-only programs, staff orientation to SPEDY is being improved by earlier planning, attempts to rehire competent staff, through more attention to training content and follow-up. In such ways, summer staff can be better prepared to capitalize on the potential for meaningful work experiences for SPEDY youth.

Participant Eligibility and Selection

The ability of prime sponsors to establish workable intake and selection procedures for SPEDY enrollment probably has the most direct bearing on the operation of successful programs. It is clear that for SPEDY to serve its purpose, prime sponsors must be able to find the most needy youth within the limits of the SPEDY guidelines and criteria. Sensitive to the issue of accountability, but also familiar with the inherent difficulties in eligibility and selection procedures, prime sponsors are searching for workable solutions to common problems.

Prime sponsors expressed common concern over incomplete and inaccurate applications and the extra demands of time and staff that are needed to rectify them. Even though the majority of prime spnsors require youth, and sometimes parents, to apply in person, applications are not always complete. One prime sponsor deals with this problem by placing incomplete applications in a pending file and sending youth a letter explaining the importance of getting the missing information. In other areas, particularly in smaller programs, agency staff can follow-up personally and even assist in retrieving the necessary information. Other prime sponsors, namely those in large cities, however, are forced to leave the matter of completing applications to the youth themselves.

Verifying the accuracy of information involves similar difficulties and also lacks an ironclad solution. Again, prime sponsors approach verification in different ways. Some do more extensive cross-checks with social service records, tax records, work permit information, previous applications, and other sources of information than others to verify age, residence, income, and so on. Some make use of computer systems while others choose to verify only a random sample of applications. While in some areas eligibility procedures suffer from being conducted by an agency outside the prime sponsor agency, e.g. employment service, in other areas such division of labor provides an automatic double-check on applicants' eligibility.

Income verification appears to be a particularly pressing problem. More and more, prime sponsors are instituting procedures to place the liability for accurate information with the enrollees and their parents. They are doing so, in many cases, by requiring signatures attesting to the truth of information and emphasizing the possible penalties of intentionally fraudulent statements; one prime sponsor has notary publics on hand during intake. Prime sponsors have found that such practices can significantly reduce the number of ineligible applications. Although questions exist as to whether enforcement is possible and whether it is even advisable, prime sponsors agree on the essential need to improve verification procedures.

Selection procedures are also being refined as prime sponsors discover better ways to target and recruit youth who are most in-need. To make SPEDY more accessible to these groups, for example, prime sponsors have strengthened their public relations efforts and moved intake into the communities. Some find that using nontraditional sites for intake, for instance malls and town halls, is more attractive to dropouts, for example. One prime sponsor which serves both an urban and a rural population, redesigned its recruitment plan to more effectively reach rural youth who had previously been overlooked because of the transportation problems in reaching the intake office in the city. In another city, the prime sponsor recruited offenders comprising 25% of the 1978 program directly out of halfway houses and institutions.

Regarding selection procedures, prime sponsors differ as to whether the intent of SPEDY is best served by recruiting "new faces" each year in order to give more youth some exposure to work, or whether recruitment efforts should attempt to reenroll the same participants from year to year so that skills development and work relationships can be maximized. Prime sponsors also weighed the pros and cons of the most widely used selection methods, namely: (1) first come - first served; (2) lottery; (3) point/rating system; (4) and matrix system. As discussions highlighted, some prime sponsors believe that the first-come, first-served and the lottery methods, while practical in serving large numbers of youth, fail to assure that the most needy youth get served. Drawbacks were also considered in using the matrix system, which some feel seems to reward the least deserving youth; and in using the point/rating system, which, it was felt, encourages youth to exaggerate their handicaps and maintain their disadvantaged status. On the positive side, suggestions were made as to how methods could be used together to attain fairer selection procedures.

The strides already taken by prime sponsors toward more workable eligibility and selection procedures reflect the importance which they attach to realizing SPEDY's goals. Although some prime sponsors would like to see broader income guidelines for SPEDY and fewer changes in criteria from year to year, others feel that simplified and more consistent requirements would ease some of their problems. Prime sponsors are generally developing practices which bespeak greater accountability and more efficient program operation.

Serving Youth Confronted With Significant Employment Barriers

Many prime sponsors have specifically directed their attention to segments of their youth populations which, while being at an economic disadvantage, face additional employment barriers. These groups include dropouts, ex-offenders, the disabled, teenage mothers, and minorities.

Dropouts appear to pose greater difficulty for many prime sponsors because there is no institutional channel for identifying them, unlike the juvenile court system that can help to reach ex-offenders, or a school's

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special education department through which handicapped youth can be directly identified.

Most of the programs designed to serve significant youth segments combine several approaches. For example, the "School on Wheels," which deals with dropouts in Albuquerque, New Mexico, offers training for out of school youth which is not pre-structured but rather is keyed to the work in which the youth expresses an interest. The youth split their day between school, which is staffed by out of school teachers, and work that is related to the goals that the dropouts help design themselves. The youth find their own jobs and receive one school credit for every 180 hours of work. The fact that this SPEDY program has a waiting list of 400 names seems indicative of the great need that exists for such programs.

The prime sponsor in Allegheny County, Pennsylvania, has united with three county organizations in developing worksites and designing programs for youth, including dropouts and ex-offenders, who face credit deficiency as an employment barrier. Unable to go to school because they need to work, these youth were paid for their worksite activities and received two credits for their half-day classroom program through SPEDY in 1978. A Philadelphia, Pennsylvania grantee who subcontracted with an organization to serve youth with academic deficiencies took a different approach. This subcontractor established small businesses intended to serve the immediate needs of the youth by focusing on training rather than academics.

The prime sponsor in St. Paul, Minnesota, offered a program for 40 ex-offenders which combined classroom and work experience and allowed youth to apply both their credits and wages toward offense reparation. Twenty of the slots were held for those with mental or physical handicaps. Through a contract with the Urban League, judges in the Juvenile Court system in the Louisville, Kentucky area, are making direct referrals of youth to CETA programs as an alternative to detention.

Teenage mothers in San Francisco, California received child care instruction and clerical training through two programs offered by the city prime sponsor. These teenagers received some remedial education and experience with a computer system as preparation for entering the area labor market. This prime sponsor offered other special projects which included offenders running non-profit stores, and handicapped youth in a theatre project.

Twenty percent of SPEDY participants served by the prime sponsor in Hennepin County, Minnesota, in 1978 were youth with emotional/mental, physical, and learning disability handicaps. These youth were mainstreamed with others into a reforestration project or positions in local government and social service agencies. The youth were provided with a great deal of training, including basic job skills and labor market orientation, before they went on the job; they also received academic credit. Monitors reported no discernable difference in the efforts or skills among the youth in this mainstream project, but did find that the handicapped youth enjoyed increased socialization and self-esteem. These same findings are borne out in similar programs in other areas.

The projects that have been developed to serve youth facing special employment barriers reflect SPEDY's significant role in serving the needs of all youth. Identifying these youth is greatly assisted by prime sponsors' collaboration with a variety of community agencies and new approaches can be developed to recruit these youth. The prime sponsor in Allegheny County, Pennsylvania, for example, recruits significant segments of youth in conjunction with SPEDY jobsite recruitment. The worksite development packages, that include information on requirements, deadlines, etc., which are sent out to public and private nonprofit organizations, also serve to alert these staff to the programs available to special youth. The successes achieved so far should encourage more efforts to incorporate such youth into SPEDY plans and programs.

Youth Employability: Assessment, Counseling, Orientation and School Credit

Merely providing youth with summer jobs does not assure their development as job seekers, job holders, or even that they will acquire a useable skill. Prospects for employability lie, instead, in increasing the options for youth that will help them more easily make the transition from school to work. SPEDY prime sponsors, as a result, are generating alternatives and effecting long-term results by coupling work experiences with assessment, career counseling, labor market orientation, and also by arranging new opportunities for academic credit. In developing youths' employability, SPEDY is dealing with the larger issues of attitudes, aspirations, and motivation.

If SPEDY is to be a catalyst for change, everyone involved must understand the importance of taking a long-range view of their present efforts. For this reason, youth employability needs to address attitudes, not only to gain the support of employers and community agencies involved, but also to expand the horizons of youth. The Texoma Regional Planning Commission (Texas) prime sponsor particularly emphasizes this point by stressing personal decisionmaking in its youth development program, feeling that it is more important for young people to be skillful in making personal decisions and judgments than even to select a career. Other programs like Escambia County, Florida incorporate aspects of personal growth and discovery by stressing orientation to long term goals and building frameworks for overall exploration of alternatives.

Youth employability requires a structured approach; a strategy. As a first step, then, prime sponsors use various assessment methods to identify interests and set goals. Assessment is a particularly important step for youth who do not have some career inclinations, are confined to traditional choices, or who simply feel defeated about the possibilities that exist. Assessment is usually done by use of interest inventories or surveys from which point counselors can find jobs and assess needs to begin to build a plan; some prime sponsors do so by making use of commercial systems that are available. The Balance of State (BOS) Washington, on the other hand, essentially allows youth to do their own assessment which is possible because of the modular design of its program. Youth identify their own needs, whether they are in the areas of work skills or job skills.

Youth employability also includes counseling which helps guide youth in many ways. From initial assessment, for example, counselors can help to find or develop jobs that match expressed perferences. Counselors also build career awareness by interpreting interests and selecting the skills youth will need. Since the role of counselors is a very important one in developing youth employability, the Mercer County (Pennsylvania) Consortium has placed great emphasis on providing special training to its staff. The idea behind this thrust was to reorient them to assume roles as employability developers and raise their awareness of how they could indeed expand youth's experiences and opportunities.

Another approach in providing well-rounded employability is through information specifically geared to the labor market including job market information and occupational information as well as job-getting skills. The delivery of labor market orientation/information appears to be improving through the use of computers and better linkages with community resources and state agencies. The Cumberland County (Maine) prime, for example, uses one of many automated systems to provide its rural youth with career information that lists possible occupations, the skills required, and the available schools; this information forms the basis for further discussion with counselors This prime sponsor has found that youth, who seem to enjoy using this equipment, are also motivated to seek further career guidance as a result. Short term-goals are also being extended by career guidance available from vans which travel from worksite to worksite. One of those using this technique is the Northeast Ohio Consortium serving a rural area. Youth received career guidance information from filmstrips, cassettes and other visual presentations as well as by participating in interviews and resume writing activities. SPEDY participants in Dutchess County, New York were given labor market information at the job site in the context of the job to make the job a more meaningful experience. Many youth in Cleveland, Ohio participated in a day-long project which provided mini-labs, career games, films, and interviewing, all set in an engaging "Star Wars" setting. In addition, a theatrical approach was also taken to provide labor market information. Coupled with assessment and counseling, the delivery of labor market orientation adds to youths' opportunities for a more meaningful and satisfactory relationship with employers as well as opening up horizons and encouraging youth in the direction of attainable goals.

Many prime sponsors have been able to work with local schools to design academic programs in nontypical settings. These efforts are particularly meaningful to dropouts and youth who have difficulty dealing with schools. Although many more prime sponsors are hoping to set up programs in which credit can be earned, prime sponsors in many areas have already been successful. The prime sponsor in *Fort Wayne, Indiana*, for example, has completed an arrangement with the local education agency (LEA) that provides work experiences for which youth can earn academic credit. This SPEDY program has tied into their nontraditional basic skills program, run by the Board of Education in neighborhoods, and coupled it with worksite activity; teachers at the worksite can develop work experience and offer academic credit. The prime sponsor in *Colorado Springs, Colorado*, also has arranged for academic credit for a career exploration project serving dropouts and noncareer directed youth; this program, which involved youth in training, work experience, and counseling, led to credit if youth returned to high school.

Although much of the success of the employability development approach may be manifested long after the SPEDY experience has ended, indications of some immediate results can be seen. The *BOS Wyoming* prime sponsor, for example, found a measure of success in the fact that youth who were identified as high potential dropouts all went on to school or unsubsidized work after a three-part program of observational job exploration, hands-on experience, and visits to the Job Corps Center. While all effects may not be so evident, the employability approach is certainly making much more possible and attainable for youth.

Meaningful Work Plus Close Worksite Supervision Equals a Productive SPEDY Experience

Prime sponsors are greatly concerned with the issue of "meaningful work." For instance, while the emphasis on improving work experiences is understood as intended to move youth out of menial jobs, there is concern that this is not realistic in some areas, namely rural areas and small towns, where a limited number of worksites exist in the first place. However, the more generally expressed and deeper concern regards the issue of what constitutes truly meaningful work.

There is some feeling that the Department of Labor (DOL) definition of meaningful work is too restrictive. Some prime sponsors believe, for example, that even menial work is better than no work at all, and that to the extent that youth find out they do not want to "push a broom" for the rest of their lives, even menial jobs have some value. Another prevailing opinion holds that job titles or classifications are of secondary importance to youth's acquisition of good work habits on a job, like punctuality, communication, and teamwork. Finally, although the results of independent studies of SPEDY encourage prime sponsors to find out what youth perceive to be meaningful, even then great differences of opinion are found to exist.

No dispute, however, exists over the fact that close supervision is the most important factor in making a SPEDY work experience worthwhile. When all is said and done, the benefits that youth derive from a work experience, whether it's measured in skills, habits, or motivation, depend on the abilities and interest of their immediate supervisors to provide it. The quality of supervision then is of paramount importance when planners develop SPEDY worksites.

The first step in developing good worksites is to identify potential jobsites and operators, a task which often begins with evaluations of those from the previous year. Although planners base evaluation on the extent to which performance matched the work that was agreed upon, they also benefit from staff evaluations, and even SPEDY participant evaluations. The latter is a method used in Comanche County, Colorado, where enrollees rank the quality of their worksites and their supervisors at the end of each program. The prime sponsor for the County of Santa Barbara, California, has also received invaluable feedback on what is or is not working by sending members of its youth sub-council to talk with enrollees at worksites.

By looking closely at past performance, planners can begin to weed out unsatisfactory worksites and discover where major weaknesses exist. An Alabama consortium, Autauga, Elmore and Montgomery Manpower Consortium, for example, now avoids large institutions for worksites having noticed a greater tendency of such sites to simply offer "make work" jobs. Since they have diversified their worksites, added special programs, and reduced the numbers of youth at each worksite, the program dropout rate has fallen from 28% to 6%.

In addition to evaluating old sites, planners must also develop new ones. One prime sponsor has been greatly assisted in this effort by soliciting area business and labor representatives as advocates in identifying potential worksites; others have found new resources among operators of other CETA youth programs.

Once potential jobsites have been identified, prime sponsors must ascertain the adequacy of agencies to provide the elements that will lead to meaningful work experiences. The Tri-County (Pennsylvania) Manpower Consortium prime sponsor, for example, specifically looks at requests in terms of the number of youth requested, the nature of the activity proposed, and above all, their capacity to provide good supervision; at this point in the development process, the Penobscot County (Maine) Consortium has found it is extremely helpful to consult agencies who have dealt with proposed operators in the past and use these outside opinions in judging suitable SPEDY worksites.

Having determined the worksites that will participate in the coming summer, prime sponsors must develop written agreements with operators, another very important step in worksite development. Although the nature of these agreements varies among prime sponsors, one agency which requires a full description of the duties participants will perform, the equipment that will be used, and the skills youth will acquire, has found the specificity reached at this juncture of the planning process can significantly improve monitoring and control over the quality of the program.

With worksites identified, and agreements between the agencies concluded, a final step in assuring the quality of supervision is achieved by preparing worksite personnel for their roles. As prime sponsors have discovered, the quality of supervision bears a stronger relationship to the attitudes and understandings of supervisors, than even to the supervisor/enrollee ratio or other elements outlined in agreements. Although many prime sponsors provide worksite personnel with some orientation to SPEDY, the Monmouth County, New Jersey, prime sponsor does so through a training workshop specifically designed for the "nuts and bolts" people - the yard foreman, the truck driver - who will actually supervise the youth. Another technique used to reach these personnel, is to distribute supervisors handbooks which instruct and provide a reference on procedures, program goals, necessary forms, etc. To guarantee close worksite supervision even more, some prime sponsors build in additional support for supervisors. A consortium prime sponsor in Maine, for instance, employs adequate numbers of staff to maintain close working relationships with worksite supervisors. Able to visit worksites on a weekly basis, these staff are specifically prepared to help supervisors understand their roles as trainers and evaluators, to monitor adherence to the written agreements, and generally support supervisors with information and assistance in completing necessary paperwork. A prime sponsor in the Lehigh Valley, Pennsylvania area, provides its own supervisors to SPEDY worksites with five or more youth; older SPEDY participants are trained to help counselors supervise younger enrollees in the Somerset County, New Jersey program. Because of such efforts to communicate expectations and offer support, supervisors are filling more meaningful roles at SPEDY worksites.

Dispute over a definition of "meaningful work" notwithstanding, approaches in use by prime sponsors suggest certain trends toward improved work experiences. The project approach, for example, being used in rural and urban areas alike, offers two major benefits. First, prime sponsors are finding that developing projects at sites rather than merely "finding worksites" is helping to widen limited worksite possibilities. The prime sponsor in Prince George County, Maryland, actually requests worksites to propose nine-week projects for the youth they intend to serve. Secondly, since projects offer specific work goals, this approach seems to offer a better focus for close supervision.

Another trend among prime sponsors in jobsite development is earlier planning. The Balance of State Washington and the City of Omaha prime sponsors, for example, cite more productive SPEDY experiences because early jobsite development has provided extra time to match youth to preferred work, to orient supervisors, to visit site and negotiate specific agreements, and to secure detailed job descriptions. In addition, Omaha youth have had the time to meet with individual worksite supervisors, and in Dakota County, Minnesota, youth and supervisors have had the chance to sign agreements which clearly detail mutual expectations.

Although many prime sponsors express problems with the term "meaningful work," it has not precluded prime sponsors from taking steps toward identification of better worksites and more meaningful experiences for youth. Perhaps even more critical to the issue is prime sponsors' degree of success in improving the quality of worksite supervision.

Program Mix: Responding to the Needs of Participants

Prime sponsors are continually broadening the scope of SPEDY and intensifying the services offered to youth. Prime sponsors are doing so primarily by developing diversity in their program components to create a mix of activities that meet specific needs of various segments of the youth population.

In light of the fact that work experience activities, which largely characterized past SPEDY programs, were not necessarily addressing the most immediate needs or long-range employability for many youth, prime sponsors have reconsidered their program goals. Now, goals to maximize the productivity of youth, to enhance their work performance, to develop strong work habits, and so forth are being realized through programs that incorporate training, remedial education, personal support services, and career exploration, as well as worksite activities. The inherent flexibility that program mix affords a prime sponsor helps it meet the different needs required by youth from rural and urban settings; those of different age groups and experiences; minorities and other significant segments within its own jurisdiction.

The King-Snohomish Counties Consortium, in Seattle, Washington, follows a three-step process in developing a mixed program wherein activities implemented are carefully developed and based on a local needs assessment. In 1978, this prime sponsor offered three types of activities: (1) work experience - designed to develop entry-level skills and job habits, to increase self-confidence, and to provide wages; (2) training - designed to develop job habits and skills, to develop academic skills, and to develop life skills, that is, learning to balance a checkbook, locate housing, etc.; and (3) support services - to provide for emergency medical, financial and counseling needs, and self-help skills, such as finding dental care.

The Balance of State (BOS) Puerto Rico uses a project approach to serve mostly rural, out of school youth in the work experience programs. These youth are involved in community service and conservation projects. The prime sponsor for Dakota County, Minnesota, a small town - rural area, has enhanced work experiences by offering youth individualized, on-site counseling in both vocational and personal areas. In addition to a program of general work experience for youth without specific long-term interests, the prime sponsor in Madison County, Indiana, provides work experience for youth with expressed interests. The Health Careers Work Experience component, for example, included substantial work experience in hospitals and weekly health careers seminars to further expose youth to the various aspects of health career employment. This prime sponsor also provided high school dropouts an eleven-week GED/Work Experience program.

The City of Springfield, Missouri, offers further evidence of approaches used to address specific area needs. This prime sponsor provides five program components that are geared to certain ages and which, in part, serve as a built-in incremental program for youth. For example, new 14- and 15-year-olds are entered in a career exploration program through a contract with a local vocational school. In addition to exploring several chosen occupational areas, these youth attend group counseling every week. The following year, these youth can join crew projects which are supervised by 18-21 year olds; 1978 projects included safety inspections of bicycles in the community and the care and feeding of animals at the zoo. Programs for older youth included a career exploration/work experience program serving high school dropouts, work experience for 16-18 year olds, and a skills training program for 18-21 year old high school graduates who did not plan to attend college. Careful assessment led to the selection of these youth for participation in the Title I summer vocational exploration program and their transfer to a full-year program in the fall.

The components of the Alexandria, Virginia, prime sponsor's program were designed in conjunction with the school system. The largest part of this program consisted of two components providing remedial education. The Motivational Skills Training component offered unmotivated youth small group settings with instructors and concentrated on "survival skills," such as buying and caring for a car, as well as counseling in English and math. The Basic Education component offered instruction in math and English and an opportunity for discussing job search methods. Youth in both of these nontraditional classroom programs spent one half of the day in class and the other half working at jobs where they helped others, such as in a YMCA program for young children.

One final example of program mix not only highlights the reach of current SPEDY programs but also an important step in how to identify what area needs are there to serve. As the Harris County, Texas prime sponsor discovered, it is not always sufficient to contact heads of agencies when developing sites for a good program mix since they are often far removed from the operations. Rather, success in identifying worksites for special youth segments lies in contacting those people who are familiar with the actual needs that exist, such as assistant directors, or other mid-level personnel. This is the approach that led to their recent successful venture with the Burnett-Bayland Home for Dependent and Neglected Children in Houston. Eighty-five youth in this residential facility participated in a work experience program either at the Home or in the community. Interested youth at the facility went through an application and interview process and for the most part were able to choose their work. Most of the work at the site was work that had been left undone because of personnel shortages; youth had one-to-one supervision with staff members. In the course of this three-month program, youth gained meaningful experience while improving their own environment. In addition to the tangible benefits gained, for example, in the new library which some youth contributed to, this work experience program also resulted in improved behaviors, better understanding between the Home's staff and residents, and increased self-confidence among the youth. This project is representative of the success in meeting the special needs of youth that can be achieved through program mix.

Monitoring: Is Everybody Doing Their Job?

Monitoring is viewed as an overseeing function for program operations in progress. As such, its purposes are largely related to compliance and accountability leading to early detection of areas needing corrective action. Prime sponsors, however, are also being encouraged to use monitoring findings to identify why those problems exist and how they can be avoided. Monitoring, now, is being established as an integral part of overall program planning.

Although prime sponsors may highlight different aspects of the monitoring process, its elements commonly include staff training or orientation, a combination of desk and site reviews, the use of various instruments and guidelines, written documentation, corrective action, and follow-up. Several prime sponsors particularly highlight the technical assistance potential of the monitoring process in addition to its use in compliance and performance review. In these cases, monitors assume a troubleshooting role and monitoring becomes a preventive approach to achieving quality operations.

Monitoring worksites and supervision seems to be an easier task for some prime sponsors than monitoring participant eligibility. Prime sponsors express difficulties, for example, in verifying eligibility data not only because incomplete forms require tracking information down individually, a huge task in a large area, but also because of sensitivity to the issue of privacy, a concern more strongly felt in smaller communities.

The number of monitoring visits ranges among agencies from several visits per summer to weekly visits. Even with such variations, however, many primes have learned the value of completing a full complement of worksite visits within the first two weeks of their programs to catch problems early. A midwestern consortium also finds this procedure helps impress monitors with the importance of their jobs.

Most prime sponsors agree on the need for the immediacy of corrective action in a program of short duration such as SPEDY and have developed schedules, systems and forms for information to flow according to their particular needs. The Central Iowa Regional Consortium, because it serves both a metropolitan and a rural population, in fact runs two different sections --- each staffed, monitored, and evaluated differently --- within its own administration. City and consortia agencies which cover large numbers or areas particularly need to structure effective feedback and communication systems. For this reason, the Central Texas Manpower Consortium requires daily reports from its monitors; monitors for the City of Boston prime sponsor are required to call the main office twice a day in addition to completing site visit reports; and in Los Angeles, individual monitors' reports are compiled to form an overall weekly report which is then distributed to all monitoring staff.

Prime sponsors have adopted different procedures that have refined their monitoring processes. Some prime sponsors, for instance, arrange their monitoring visits with worksite supervisors while others choose to arrive unannounced. One large midwestern prime sponsor purposely assigns a different

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person to do a final site visit in order to achieve a more objective assessment. Balance of State (BOS) Missouri has found that monitoring is aided if worksite supervisors receive copies of the forms prior to the program visit. In Los Angeles, "student-professionals," some of whom are SPEDY-eligible and return year after year, participate in the monitoring and evaluation duties.

While monitoring helps to identify problems requiring immediate attention, it can also be used to discover the causes of those problems. With ongoing refinements, monitoring should prove to have ever increasing value for strengthening both planning and operations.

Measuring Goals and Evaluation: How Do You Know What You're Doing Works?

Learning what works and what doesn't in SPEDY program activities is critical to ongoing improvements in summer programs. Evaluation must be understood as necessary for the ongoing problem-solving process that uses criticisms and identified problems to strengthen weak program areas.

Seen from a larger perspective, evaluation is a cyclical process which includes various stages: information must be gathered; it must be weighed or measured; and it must be fitted back into the process in some fashion through some mechanism. Some prime sponsors have adopted formal evaluation models which clarify these steps. The subcontractor for the City of Corpus Christi, Texas, uses a system that evaluates not only what is happening but also how it is happening. Directed specifically at the program's impact on the youth, this particular system helps to identify unused resources, assess the degree to which needs were served, etc., and together with monitoring data, helps to form some judgments as to success in meeting program goals. In this way, problem areas can be identified and used as the starting point for developing a new set of goals. Regardless of the system used, however, the evaluation is seen to be most useful if characterized by the following points: (1) evaluate only a few goals at a time; (2) collect only the information that is needed; and (3) translate findings into useable information.

The evaluation process begins with a prime sponsor knowing what to look for and can reflect special emphasis on procedures, ability to serve special needs, impact on youth, and any number of other elements of a SPEDY program. Monitoring data is useful here for indicating the reasons for problems and successes. From this point, staff can decide what to highlight in their planning. A large Alabama prime sponsor, for example, assessed two years worth of data on its worksites, looking specifically at the quality of supervision, participant/supervisor ratio, etc., in order to better plan for the future. The City of Davenport (Iowa) prime sponsor uses attitudes as a source of evaluative information on its rate of success. While there is some difficulty in measuring an intangible like attitude, this prime sponsor has found it to be evident in the outcome of various recreational activities it plans each year for staff, participants, and families and will continue to use it as a program barometer.

Prime sponsors employ a variety of methods to collect, and use different sources from which to draw data. Many, for example, check written records; many also use a pre- and posttest method for eliciting perceptions of youth; others use surveys and questionnaires with youth, supervisors, and in some cases, parents.

The sophistication of SPEDY evaluations vary from prime sponsor to prime sponsor. Depending on its size, for example, there may be a specific evaluations team or it may be delegated to agency staff as an additional duty. In general, prime sponsors seem to demonstrate adequate, though not terribly sophisticated evaluation methods, such as the use of control groups, to assess impacts of their programs. Most seem to feel that they do not have the resources necessary for either extensive or expensive evaluation.

Measuring the evaluation data and feeding the data back into the planning cycle is the best means of improving programs from year to year. When information is compared, prime sponsors often discover valuable facts that can change their procedures or direct attention to addressing particular areas. When the City of Davenport (Iowa) prime sponsor, as one case in point, attempted to understand why youth were dropping out of its program, data showed that the group of dropouts paralleled those who had enrolled late and who therefore had a narrower selection of jobs from which to choose. Similar reconsideration of program operations was given by the rural Chemung County, New York prime sponsor after evaluations found that the youth who tended to stay in its program for five or six years also tended to be poor workers. This fact led to careful examination of whether counselors were in fact meeting youths' needs and to plan to improve the skills that were being offered in their summer program. In addition to the value in improving planning strategies, however, evaluation data can also be used to show the positive changes that occur as a result of summer programs. This was one of the primary uses intended for the evaluation procedures of the City of Duluth (Minnesota) prime sponsor which was looking for an objective way to corroborate SPEDY's value to the community. Another method that may become more common in time is the use of follow-up to youth after their summer experiences. Although it poses some logistical difficulties, follow-up studies do offer another avenue of confirming inherent strengths and weaknesses of programs.

Questions did arise among prime sponsors regarding the difficulty in isolating specific impacts of SPEDY or CETA, in general, without some more sophisticated types of evaluation methods. Linked with this concern was some feeling that SPEDY evaluations should have more specific direction from the National Office in the way of national goals, or, as was also suggested, by conducting nationally a long-range impact study on youth five to seven years after their SPEDY participation comparing them with youth who did not participate.

Efforts underway, however, do demonstrate that evaluation is a critical component in operating SPEDY not only for purposes of accountability but also for improving services to youth in an ongoing way. In developing its methods, prime sponsors should find further support for both of these evaluation purposes in their efforts to integrate SPEDY into year-round planning.

VEPS: An Exposure of Youth to the Private Sector

The Vocational Exploration Program (VEP) is both a local prime sponsor option and a national program run by the National Alliance of Business and the Human Resources Development Institute (NAB/HRDI) intended to enrich summer assignments of SPEDY youth. As part of ongoing knowledge development efforts, the VEP program approach has been adopted by prime sponsors to improve summer youth activities, namely, by offering enrichments such as counseling, training, and occupational information in conjunction with exposure to work in the private sector, heretofore largely uncharted territory for SPEDY.

At present, VEP is serving a small proportion of SPEDY enrollees. A major part of the reason for its limited use has been attributed to the difficulties of breaking into the private sector or, in some cases, the problem of limited availability of private industry. These constraints, however have been surmounted by some prime sponsors after initial major investments in time and coordination efforts. A case in point is the prime sponsor for the City of St. Louis which looked to VEP as a means of improving the quality of the summer experience but faced a lack of private employers due to industries' migration to nearby counties. Since contracting with NAB/HRDI, however, this prime sponsor may develop relationships with many businesses outside the city that will provide the private sector opportunities they desire.

VEP programs generally fall into three categories depending upon a stronger emphasis on classroom instruction, worksite placement, or a program of initial orientation followed by worksite activities. VEPs, by and large, employ field trips, hands-on experience, instruction, and job skills development as learning methods.

Since the primary objective of the program is to provide youth with initial exposure to real worlds of work and to assist their transition from school to work, VEPs are often designed to closely duplicate the job setting. A VEP program in Lehigh Valley, Pennsylvania, for example, fosters this idea by having youth sign contracts which outline the expectations held for them as well as for the program itself. Youth in this area also attend local union meetings. Other ways VEP programs attempt to simulate on-the-job experience include rigidly structuring youth's time and activities, and developing behavior codes which are strictly applied.

Prime sponsors are contributing to the development of the VEP concept by capitalizing on the different approaches available in program design. A program developed in Lansing, Michigan, HRDI/AFL/CIO, schedules various VEP components into each day of the eight week session. With few exceptions, youth receive classroom instruction and lab time, listen to a speaker, and visit a local employer every day. Classroom instructors are skilled journeymen; speakers have included an aide to the Governor on Women's Rights, a County Court judge, the Personnel Director of a mail order shipping company, and even a well-known basketball player who explained why he was finishing college before he joined the professional ranks.

VEP has made it possible for youth in western Pennsylvania through Urban Youth Action, Inc., Pittsburgh, to observe employees in the TSPS, Directory Assistance, and Personnel Offices of the telephone company. These observations then made it possible for youth to discuss the positions with the employees more specifically. Some youth in Atlanta, Georgia were exposed to aspects of the aviation field, such as navigation, meteorology, and aerodynamics through their VEP program. VEP youth in the Louisville, Kentucky, area have been exposed to seven major building trades.

VEP is targeting to significant segments as well as placing emphasis on non-traditional, non-stereotyped career choices. A VEP was primarily designed for mentally handicapped youth in Carbon County, Pennsylvania, which because of its location in a resort area, was designed as a labor-intensive experience. These youth spent the first two weeks touring local establishments and proceeded then to area vocational-technical schools where, in addition to job skills, the enrollees were provided with extensive counseling.

Although VEP is not designed to guarantee jobs, it does offer youth a better understanding of where jobs are, how much they pay, the type of training required, entry level requirements, and career mobility, all of which are important both in finding and holding a job. Often, a VEP employer can provide a youth with a letter of recommendation which not only reinforces a positive experience but can be extremely useful for subsequent employment. Employers help to accomplish VEP's exploratory aims by using techniques with youth such as job shadowing and job rotation. Since youth are placed at worksites to glean insights into various areas of work and the types of positions that are available, and not to be trained, careful monitoring must be done to assure that youth are in no way jeopardizing regular employees' jobs.

Questions remain to be answered, such as the feasibility of VEP in all areas and its short duration. Also, many prime sponsors would like to see changes that would allow VEP to target younger youth, youth who are not economically disadvantaged, and to expand into a year-round program. For this reason, many prime sponsors will be interested in the outcomes of a national evaluation on the design and operation of selected VEP programs.

The experiences of prime sponsors which have incorporated the VEP component into SPEDY highlight the critical importance of enlisting local support from unions and area business, and of establishing communication and trust with the private sector in the initial stages. Assured of the intent of VEP, private employers and unions can help close the gap in youth experiences that VEP is designed to address.

Making Bigger Better: SPEDY in the Big City

The problems confronted in planning and operating a SPEDY program in any locale are magnified in the country's large urban centers. Transportation, income verification, and the complexities of administering a quality program for large numbers of participants are major concerns in our big city programs.

To gain a better sense of just what this means, it is instructive to consider the demand of completing certain standard procedures in big cities such as individually verifying eligibility for 120,000 applications, as was necessary this year in New York City; or to consider the demands that late allocations placed not only on administrators, but on youth and supervisors as well when they suddenly had to accommodate new enrollees halfway through the program. On the other hand, it is also educative to note that, when New York City received its last allocation, 700 additional crew chiefs and 8000 youth were on the job within three days.

By their very nature, big city SPEDY problems arise from the sheer volume of youth to be served. For programs serving 50,000 or 70,000 youth, it often seems there is barely enough time to register youth let alone develop employment strategies for each. However, prime sponsors have improved youth services by incorporating many types of work and training experiences into SPEDY. Orienting supervisors is another demanding responsibility but this, too, can be assisted by providing intensive training sessions and handbooks for supervisors as is done in Chicago, Illinois.

Generally, the size of these programs increases the difficulties in imposing quality controls on program activities. By starting early to review past program operators, as is done in Los Angeles, California or cross-checking prime sponsors with other agencies, as was done this year in New York, however, administrators are taking steps which should assure more intensive evaluation and qualitative improvement.

Problems exist for these programs because of the complexities involved in efficient planning. In Atlanta, Georgia, for example, planning must take into account the time involved for the necessary reviews and decisions to make their way through the city bureaucracy. But these city administrations have also simplified practices to alleviate some of the problems that beset them. For example, Chicago has decentralized procedures from recruitment to worksite development using seven program agents; Los Angeles sets up nine operational field offices for SPEDY throughout the city during the summer. Where cashing paychecks once posed a significant problem for SPEDY enrollees in Chicago, they now can do so more conveniently as the result of the administration's negotiations with a food store chain. A similar system has been set up with several banks in Los Angeles. In Dallas and Chicago, fiscal monitoring has been greatly eased since weekly reports on funding levels have been instituted.

Although big city SPEDY programs have many similarities, their approaches and even their aims are surprisingly different. Atlanta, for example, chooses to involve more youth in SPEDY by reducing the hours of work per enrollee, while Dallas chooses to provide fulltime work to fewer youth. The Chicago SPEDY program is intended to impact the attitudes and skills of its youth, while in Los Angeles, the emphasis is on youth receiving a wide variety of experiences. In each case, however, the chosen approach is expected to increase the employability of the city's youth.

The way several of the administrations treated late funding also points up differences in their approaches. While New York chose to use these funds to serve more youth, Los Angeles chose not to create all the slots this money allowed believing it would dilute the experience of those already enrolled. In Atlanta, these funds were used to extend the original eight-week program to ten weeks.

The New York administration felt that past problems warranted a major rethinking for 1978 SPEDY to avert repeating abuses. Opening up the selection process, for example, attracted many new project sponsors into SPEDY. While seen as a big step toward increasing the quality of worksites, an immediate price was paid in terms of the inexperience of the new project sponsors. The change to a lottery system for selecting SPEDY participants this year also necessitated a significant trade off with similar immediate drawbacks. In both cases, however, the gains were felt to outweigh the losses.

To deal with their unique problems, big city SPEDY programs are continuing to develop plans that will extend the impact of their programs even further. Atlanta will use only one recruitment and referral agency next year and plans to coordinate with the city's larger youth effort known as SUPERSUMMER; New York hopes to serve more dropouts. Los Angeles is planning for the future, too. Having identified some areas of concern, a four-year study is planned to identify better approaches to staff hiring and training, worksite selection, and income verification. Los Angeles already has plans to use older youth throughout the year to make personal contact with private employers who could be sources of additional jobsites for youth including SPEDY youth.

To realize how important successes in such areas as early planning, eligibility verification, and the selection of competent staff are to prime sponsors of any size, it is easy to understand their heightened importance in these largest programs. Considering the successful steps taken so far, and the long range plans that are anticipated, it is likely that bigger SPEDY can indeed get better.

Work Activities: What's New?

In an attempt to develop a long lasting, meaningful SPEDY work experience, prime sponsors are developing some new and creative job alternatives for youth. In the past, janitorial and clerical positions have offered the most accessible placements for large numbers of youth. Now, however, these types of positions are giving way to work projects in the fine arts and in agencies which serve local communities, such as homes for the aged, day care centers, and parks and recreation departments, and in new and different positions at the more traditional job sites. Prime sponsors are also making inroads into the private sector in search of work activities to balance the large numbers of slots in the public sector which have been more readily available.

The following program descriptions provide a sampling of the successful work alternatives that have been developed for youth across the country. Those listed are representative of the efforts of prime sponsors to improve the quality of 1978 SPEDY worksites and, in turn, enhance the meaningfulness of work experiences afforded to youth:

- Youth in an OJT program run by the Balance of State South Dakota worked in diverse private sector jobs including service stations, offices, and on construction sites this summer.

- Youth in both Arapahoe County, Colorado, and Clark County, Washington, were involved in weatherization and making minor repairs to homes of senior citizens in their communities. The Colorado youth were prepared in ways to help them relate to the elderly as well as to deal with problems they might encounter, such as first aid.

- The Penobscot County (Maine) Consortium prime sponsor helped develop useful work experiences for youth placed at local schools. Youth, for example, repaired torn books, made shelves and storage spaces for classrooms, and helped teachers put together curriculum materials.

- Youth in Hennepin County, Minnesota, including some who were mentally handicapped, constructed a 1300-foot "floating bridge" in a marsh area of a nature center. This "engineering marvel" served a nature trail which participants also developed.

- 25 Boston area (Eastern Middlesex Consortium) youth were screened for their acting talent and participated in a drama workshop held at a local high school. In the course of the summer, they were involved in preparations for a major musical production, learning and using drama-related skills in areas such as set design.

- In several areas, SPEDY youth are working in youth-tutoring-youth projects. These youth work with teachers in helping others, usually young children, improve their reading, writing, and math skills. In some cases, as a result, tutors benefited in strengthening their own abilities in these areas.

- Many prime sponsors are offering the 19-21 year old youth increased responsibility and supervisory skills by placing them in charge of younger SPEDY enrollees at worksites.

Training Activities: Creating New Opportunities

SPEDY regulations now permit a wide range of summer program activities and training in which prime sponsors are broadening the scope of services to youth. Their approaches to training are being encouraged for several reasons but, in general, these are viewed as an avenue for increasing the value of summer experiences for youth. When summer activities aim primarily to "put money in kid's pockets" through short-term work experience, youth receive a rather shallow introduction to the world of work. Training activities on the other hand, help to convert youth's nascent abilities and interests to career considerations. The focus that the summer training experience provides is often the first opportunity a youth has to consider some future direction.

As a first step in providing this direction to youths, many prime sponsors assess the youth's skills, aptitudes, and interests. A number of different approaches are used. The prime sponsor in Tacoma, Washington begins assessment, for example, with an instrument that shows a youth's interest in career exploration, generally; interestingly, the survey used for this evaluation was developed by past SPEDY participants. The Clark County, Washington program administers several tests that measure aptitudes and interests against norms for various occupational clusters. With this information, counselors and students devise subsequent activities for further career exploration.

Many prime sponsors try to expose youth to a variety of occupations through their training programs. Bergen County, New Jersey, is one of many areas where youth are exposed to a series of occupations using the Singer Career Lab equipment. This commercial device introduces youth to the basic skills of one occupation at a time, provides information on employment possibilities, and then engages them in a job related task. The Weber-Morgan Manpower Consortium, in Utah, also provides a program where youth can sample a variety of occupations through in-class exploration, including welding, drafting, and meatcutting; if they prefer, youth can choose to stay in the same area for the whole summer. The success of such programs as these appears to lie in the "hands-on" experiences they offer youth.

Although training activities can be beneficial at any age, many prime sponsors have targeted the 14-15 year old segments for their programs to training. The remedial education program set up by the Jackson (Mississippi) Consortium, served 14-15 year old offenders, while in New Orleans, Louisiana, a classroom training program was specially developed to serve 14-15 year old handicapped youth and dropouts. The "Self Concept Program" developed by the Ft. Wayne (Indiana) Manpower Consortium, provided separate skills programs for its 14- and 15 year old youth groups. In both cases, however, the curriculum was designed specifically for youth to successfully accomplish some tasks, thereby boosting self-concept.

Training activities can be oriented to academic skills, career exploration, occupational skills, and cultural enrichment and can occur in a variety of settings, but in all cases they foster discovery and new learning. One of the most valuable aspects of training activities, as identified by prime sponsors is the fact that they allow youth to set goals for themselves that can reasonably be met, which results in success and a sense of personal accomplishment.

The following samples of programs developed by prime sponsors highlight the range of training activities available to SPEDY youth:

- Youth in Elmira, New York, (Chemung County) undertook the design of an historical walking/biking tour through their city. The youth planned the idea with their mayor, conducted the necessary research, miniaturized and drew the pictures, and wrote the text for the brochure; they also tested the proposed routes.

- Project Cooperation, a program offered by the Weber-Morgan Manpower Consortium (Utah), has youth engaged in actual trades on-site. In addition to the experience of contributing to a real project, for example, a house under construction, youth's skills are assessed by skilled tradesmen.

- Youth in the Dutchess County, New York area increase their skills level throughout the summer at ongoing workshops each of which teaches a new skill that can immediately be applied on-the-job.

- In Somerset County, Pennsylvania, the "CETA Players" wrote and produced several theatre presentations which were performed at parks, camp programs, and day care centers.

- The Media Action Project involved urban youth in the Cambridge, Massachusetts, area with direct experience in filmmaking, editing, directing, and audiovisual equipment.

- Some high school graduates served by the City of Omaha, Nebraska prime sponsor were able to earn up to ten academic credits in a career exploration program at the University of Nebraska-Omaha by taking freshman courses in English, Social Science, and Vocational Exploration.

Youth Concerns

Members of the National Youth Participant Observer Committee (NYPOC) attended each of the four SPEDY conferences and had an opportunity to express their views of the program. NYPOC is a pilot project funded by the Office of Youth Programs through the National Urban League. The Committee has 16 youth members from across the country, about half of whom are CETA participants.

NYPOC members meet on a regular basis to discuss topics that are of interest to the youth community and make recommendations to the Office of Youth Programs for consideration in policy-making. Recently, for example, the committee voted to conduct local town meetings in order for more youth to get together to discuss the performance of youth programs and other employment and training issues of concern to youth.

Members of the Committee, some of whom are past-SPEDY participants, provided some personal observations about the opportunities for youth generally and on SPEDY in particular. These perspectives are highlighted below.

On Youth:

- Youth who work hard, stay in school, and get their diplomas deserve the first option on jobs; high school dropouts should be dealt with after these youth.

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- Instances of youth who may abuse the program should not overshadow the fact that many more do truly benefit from it.

- Past program participants are invaluable as decision makers on Youth Councils. More youth should be council members and their role should be more than an advisory one.

- Orientations are absolutely essential for Youth Council members. If they are to contribute to council decisionmaking, they must be knowledgeable of program components.

- Youth must learn to believe in themselves and cultivate the right attitudes toward work. For this reason, work habits should be particularly stressed in youth programs.

- Adults who administer SPEDY need to have a genuine desire to serve dropouts and offenders.

- Some youth feel that the label "economically disadvantaged" is derogatory as a part of the SPEDY program title and feel the title should be changed.

- More permanent fulltime jobs should be available to youth upon graduation.

On SPEDY:

- SPEDY is limited by inadequate counseling.

- There are usually too many enrollees for the number of supervisors to manage.

- Orientation sessions should specifically address only the work that a youth will be involved in.

- There should be more follow-up after program orientation.

- A percentage of SPEDY jobs should be available to youth who need assistance but are above the economic criterion.

- A SPEDY program can be meaningful only if it fosters good work habits.

- More college youth should be served in SPEDY even though it may mean paying higher wages.

- Special projects that serve significant segments, such as the mentally retarded who are also economically disadvantaged, are very important and should be encouraged.

- Older SPEDY enrollees derive more satisfaction when they set up their own interviews and find their own jobs with the assistance of program staff. Competition for jobs is a more realistic approach to developing job-seeking skills.

IV. SOME UNRESOLVED ISSUES

Amid the discussions planned for conference participants to focus on particular aspects of the SPEDY program, in which ideas and solutions to specific problems were exchanged, certain issues arose that remained unresolved. These issues were notable, in part, because of their persistent as well as their pervasive nature; while some signified essential differences of opinion among prime sponsors, others were distinguished by their semblance to a majority opinion. In all cases, however, these issues posed questions that went unanswered for the present.

The minimum wage was one of those issues that represented disagreement among prime sponsors. Countering those who favor the fact that youth in SPEDY receive the minimum wage, and who feel they deserve it, were those who suggested that problems arise when these youthful employees draw equal pay with regular employees or even members of their own families. A similar question of the equitableness of the minimum wage was raised about SPEDY enrollees who earn more than peers who find their own unsubsidized summer work but at a lower scale of pay.

Another concern expressed over the minimum wage was whether paying the minimum wage in SPEDY was providing youth with realistic expectations when the fact remains that their later, unsubsidized jobs might not. These discussions led to further consideration of a youth minimum wage. Some prime sponsors are also concerned over the disparity in wages allowed to youth whose families receive welfare payments and those whose families do not. There was some feeling that lesser earnings for equal work was neither fair to the former segment of youth, nor conducive to good worksite morale.

Serving the "most needy" youth also raised differences of opinion. Along with discussing the pros and cons of the most prevalent methods for selecting the youth most-in-need of SPEDY slots, participants questioned the desirability of SPEDY's limited income criteria and its tendency to be perceived as a program for "poor, urban kids." Some would prefer a more balanced mix of economic status among SPEDY enrollees; others would like a little more leeway to enroll needy youth who are marginally ineligible based on the family's income. These expressions for more latitute in selecting participants, however, were balanced by the understanding that SPEDY is doing what it can to address the universe of need with finite resources.

Improving working relationships between prime sponsors and community agencies, particularly with regard to the strength of linkages developed with LEAs, was another familiar theme. While collaboration is a difficult process for many, some strong feelings were expressed that CETA money should not be "poured into the schools" to "make up for the failures of the educational system." It seems evident that until such feelings and their counterparts are resolved, the benefits of linkages in terms of personnel and other resources, will never truly be realized.

Many prime sponsors continue to look for help from those at the national levels to assist their planning and program implementation efforts by establishing universal criteria, guidelines, and approaches across youth programs. One planning title, for example, would be welcomed by some. Prime sponsors also hope to see more timely distribution of new regulations and instructions from the National Office. Also, primes who are experiencing difficulties with Child Labor Laws, termed "archaic" by some, find they significantly restrict the diversity, quality, and even possibilities for some SPEDY youth.

A final issue that was raised consistently was the fact of the low level of youth participation in SPEDY's planning, evaluation, and decisionmaking processes. Although some prime sponsors were able to share their successes in this area and isolate techniques for improving youth participation, deep concern remains over the inability to identify a dependable strategy for involving youth in substantial ways.

Many of the issues that remained unresolved were not new. These workshops did, however, provide a forum to air concerns and make some recommendations. It is certain that some of these concerns will be addressed in forthcoming efforts at local, Regional, and National levels.

CONCEPT PAPER ON THE
CONSOLIDATED YOUTH
EMPLOYMENT PROGRAM
DEMONSTRATION

FEBRUARY 1979

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 20

OVERVIEW

The Youth Employment and Demonstration Projects Act created two new youth programs operated by prime sponsors in addition to the Summer Youth Employment Program and youth efforts under Title II (which account for half of Title II participants). These new categorical programs -- Youth Community Conservation and Improvement Projects and Youth Employment and Training Programs -- were needed to increase the level of services for youth which had declined under Title II from 62 percent in fiscal 1975 to 52 percent in fiscal 1977, to test alternate approaches (tangible work-oriented projects in the case of YCCIP vs service enriched and school-oriented work-experience under YETP), and to promote linkages with schools and community based organizations as well as other institutional changes.

It was recognized from the outset that these new categorical programs, with their differing age and eligibility requirements, delivery approaches, service mixes, and reporting requirements, would complicate local planning and delivery. The new programs were intended as temporary measures to promote change and to provide a basis for the subsequent development of a comprehensive and coordinated youth policy.

YEDPA was initially authorized for one year only. In the reauthorization of CETA in 1978, the new programs were extended for two more years, but with the clear intent that they would ultimately be consolidated. The administrative provisions of CETA under Title I, Section 127(c), require the Secretary of Labor to report to the Congress, no later than March 1, 1980, proposals for integration and consolidation of the programs established by Part A of Title IV (Youth Employment and Demonstration Programs) and Title VII (Private Sector Opportunities for the Economically Disadvantaged) with the program established by Title II (Part B - Sect-on 214 - Services for Youth). Section 214(b) of Title II states that the Secretary of Labor shall insure that each prime sponsor's plan for serving eligible youth includes provisions for coordinating activities with activities under Part A of Title IV. In addition, the statement of purpose for Title IV of the Fiscal Year 1979 Comprehensive Employment and Training Act (CETA) legislation (sec. 401) authorizes "a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternative methods for accomplishing such purposes." To fulfill this mandate for integration and consolidation, the Office of Youth Programs through its Office of Community Youth Employment Programs is mounting a consolidated Youth Employment Program demonstration in 10 prime sponsor areas. Each prime sponsor will be provided a single youth grant which includes the funds otherwise available under SYEP, YETP and YCCIP, and this will be coordinated in planning and delivery with Title II youth expenditures which will be maintained.

Consolidation is more than a paper exercise. It is possible to combine the youth programs with a stroke of the legislative pen. However, there are certain issues which must be considered in the process:

First, the new youth programs differ in some regards from Title II youth activities. Eligibility standards, allocation formulae, administrative provisions and the like were derived for specific purposes. It must be decided which of the previsions will be generalized to all youth programs and which will be scrapped. One aim of the demonstration is to try to determine what the details of a consolidated youth program should be.

Second, consolidation permits flexibility in planning. It was the experience of the Comprehensive Manpower Program demonstration in the early 1970's (the precursor to CETA) that local decisionmakers frequently continued business as usual. The aim of this demonstration is to develop and implement a planning framework which will fully utilize the flexibility, for instance, in deciding on the mix of summer, year-round and school-year programs, in determining the appropriate types of services for different age groups and significant segments and in allocating funds between in-school and out-of-school youth.

Third, the ultimate aim is to provide a service delivery system which has an individualized focus providing a continuum of services to youth as needed rather than on categorical exigencies. The system must be based on multi-year employability development plans, with coordinated services arranged to meet these plans.

Fourth, there is now no system for tracking youth over time through local employment and training programs, much less for planning and implementing a multi-year continuum of services. For instance, there is an unknown level of concurrent enrollments in SYEP and Title II, as well as a crazy-quilt pattern of interprogram transfers. Intake and termination records are kept for each program; cost records, participant characteristcs and outcomes are reported separately. It is necessary to consolidate the management information systems in order to provide a foundation for individualized service delivery and a consolidated grant. This should reduce paperwork at the local level. Federal reporting will not be increased but will rather be reduced because of the consolidation of categorical programs.

Fifth, new performance measures need to be developed. One reason youth have received a declining share of services under CETA Title II is that unsubsidized placement is the major standard of performance and it is frequently unrealistic for young people most in need. Termination status is recorded arbitrarily when programs such as SYEP end even though most all participants return to school and many continue in employment and training programs. The demonstration will provide an opportunity to rethink performance measures for youth programs and to develop new approaches.

This initial concept paper for the Consolidated Youth Employment Program provides the framework for achieving these goals. There will be a continuing process of development and change with full participation of the prime sponsors, public interest groups, Federal staff, as well as interested Congressional representatives. The aim is to achieve much more than a superficial consolidation; it is to achieve the full potential for serving youth that the greater flexibility allows.

ROBERT TAGGART
Administrator
Office of Youth Programs

CONSOLIDATED YOUTH EMPLOYMENT PROGRAM

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Consolidated Youth Employment Program (CYEP)

I. The Demonstration Project

A. Statement of Purpose

The purpose of the demonstration is to test nationwide the efficacy of merging the principal features of YETP, YCCIP, SYEP and Title II youth activities into one year-round comprehensive planning and delivery system, leading toward eventual consolidation of all youth programs. By addressing both administrative functions and program activities, the demonstration will address the employment problems of low-income youth, ages 14 through 21, on an individualized, multi-year continuum that will provide a progression of services and training to improve their employment potential. This approach will make it possible to consider each youth's interests, skills and aptitudes and to structure activities over a period of time according to age, educational status, degree of compentency and special problems.

B. Overview

The demonstration will seek to provoke changes in the way we serve youth in four areas:

(1) Planning - The current CETA system is geared to adults; i.e., the training or retraining necessary to place unemployed persons in specific jobs. It does not address the longer term needs of youth, particularly disadvantaged youth, who require economic, social, and educational assistance and guidance in how to get and hold a job. Present youth programs with their varying restrictions on age, income, length of enrollment and available services cannot provide the multiyear approach needed to develop this employment potential. By removing these restrictions, and planning, on an individualized basis, the services and activities appropriate to each youth's development, the demonstration will seek to more nearly accomplish the objectives of diminishing the structural unemployment problems experienced by disadvantaged youth.

(2) Service Delivery - Through a decategorized approach, prime sponsors will have the flexibility to assess each participant's capabilities, and needs, and establish objectives and service mix of whatever combination of education, training and supportive service is necessary over a period of months or years to enable the participant to fulfill his or her goals. For youth at the beginning of junior high or high school, this may mean identifying possible occupational choices and redirecting their education to subjects tailored to these choices; for youth nearing graduation or who have abandoned school, post- secondary skill training or remedial education may be necessary. By a wide use of community resources, prime sponsors can provide a full range of services, which participants progressively complete until career aspirations are realized.

(3) MIS - The present management information system (MIS) is not compatible with collecting management data to enable program operators to assess the progress or ability of youth to achieve permanent employability. Rather, the current system operates as a series of multiple systems tracking each participant within separate and distinct programs and separate funding sources. A youth participating in Title II activities is tracted in Title II and appears as a "positive termination" if transferred to Title IV YETP. If transferred again to Title IV YCCIP, the individual is reported in YETP, again as a "positive termination." No measure of services or dollars expended while within each program is available on the individual, and only an outcome of "positive termination" is recorded. The system can not determine whether the individual completed a training course under Title II and is now being transferred to a YETP activity or part of an individualined employment plan leading to employment. To overcome this difficult, a consolidated performance tracking system will be developed to provide information in the form of a individualized record on each participant to show the status and services received by each youth, as

well as the expenditures and the outcomes of these dollars and services through each report period. At the program level, a consolidated tracking system using the current data gathering process but with defined program status, service and activities, and outcome measures will be implemented. The consolidated MIS will track individualized youth progress and provide information to judge whether the service and activity mix reflects proper direction toward the planned outcomes. The MIS designed will provide for each participant a total, consolidated record of each step (status and services received) achieved in the employability development plan towards the participant goal (outcome).

As the MIS moves from separate tracking systems for each program (Title II, Title IV, YETP, etc.), to a consolidated system, prime sponsors will realize a reduction of paper to be process since one consolidated participant record will be maintained assessing individual performance within the EDP.

(4) Performance Assessment

As new systems are designed, the performance criteria of the prime sponsor and youth participants will change. The results expected in performance assessment will be primarily what happens to the individual. The Employability development plans will be the key instrument in determining the degree to which each participant completes the steps necessary in fulfilling his or her employability development. Outcomes will be assessed using end of year data, as opposed to quarterly data.

A "positive" termination such as a job, return to school, or entry into the armed forces cannot adequately define the learning process envisioned in the demonstration. However, the learning process must be viewed as a progression through a series of planned steps (status) within the Employment Development Plan (EDP).

An additional thrust in using comprehensive performance assessment will be the use of a consolidated management information system which provides for each participant an individualized assessment against his/her Employability Development Plan.

C. Prime Sponsor Selection

One prime sponsor from each Region has been selected to participate. Selections were based on recommendations submitted by each Regional Office. Those eligible for nomination have had some previous experience in integrating and operating year-round programs and possess the administrative capability to coordinate functions efficiently. Eliminated from consideration were prime sponsors participating in the Youth Incentive Entitlement Pilot Projects, which would complicate the design of this demonstration. Also, because of the difficulities of implementation and the need to develop new procedures during the course of the demonstration, the largest prime sponsors were avoided. The demonstration is not a test of how integration can be universally achieved, but rather an effort to develop methods of integration,to learn what can be accomplished, where this can be achieved, and to generate model programs.

The final selections provide a cross-section of governmental entities, including three consortia, 1 balance of State, four counties and two cities (some consortia and counties also have small cities within their borders).

The prime sponsors chosen are:

Region	Selected Prime Sponsors
1	Penobscot County, ME Consortium
2	Morris County, NJ
3	Peninsula Office of Manpower Programs Consortium, VA
4	Escambia County, FL
5	Rock Island, IL (county)
6	Central Texas Manpower Consortium, TX

Region	Selected Prime Sponsors
7	Springfield, MO
8	South Dakota Statewide, SD
9	Torrance, CA
10	Yakima County, WA

D. Funding

The total funds available to each prime sponsor for the CYEP will equal the sum of its allocations available under the Youth Employment and Training Program (YETP), the Youth Community Conservation and Improvement Projects (YCCIP) and the Summer Youth Employment Program (SYEP). Although the demonstration will coordinate Title II youth activities with those under Title IV and will include Title II youth participants, no transfer of Title II resources from allocations made available to prime sponsors under that Title is to occur. The Title II youth share will be held constant so that service levels for youth can be calculated, based on Title II allocations.

Each prime sponsor will receive an additional amount equal to 10 percent of its YETP allocation or $50,000, whichever is greater, to cover extra planning expenses. Other additional administrative and assessment costs which emerge in the development of the program design may be covered by Office of Youth Programs discretionary resources.

The fiscal 1979 funding levels for YETP and YCCIP, as well as the estimated funding for SYEP and for youth under Title II (youth participant shares multiplied by Title II funding levels) are presented in the attached table.

E. Timetables and Duration

Although initial funding will be 1 year only, this will be a 2-year demonstration. Service levels to youth will be maintained in FY'81 using resources from FY'80 discretionary dollars. This will enable prime sponsor to plan using a multi-year approach.

Attach is a tentative timetable outlining the steps during the planning phase prior to the beginning of operations on October 1, 1979.

TIMETABLE

January 24 - Briefing session for representatives of seven public interest groups including the U.S. Conference of Mayors, and the National Association of Counties

January 25 - Announcement of prime sponsor selectees

February 5-9 - First meeting of national/regional prime sponsor work group to refine guidelines, draft annual plans, develop planning and reporting instructions

February 26-28* - (Possible second meeting of work group)

March 7* - Review of work products by staff from all 10 prime sponsors and regional youth coordinators

March 12* - Training of prime sponsors staff on final guidelines

March 15 - Planning grants issued

April 16 - Meeting with prime sponsor key coordinators to review progress

May 11 - Draft plans due in National Office

May 18 - Meeting with prime sponsor coordinators to review draft plans

May 25 - June 22 - Reworking of plans for A-95 clearance

June 27-28 - Final review of plans jointly by prime sponsors and National Office staff

July 9 - Submission of plans to Regional Office; A-95 clearance

* These dates may be moved up and the second meeting of the work group eliminated if suitable work products can be developed in the first session.

August 15 - Preimplementation meeting with prime sponsor staff to review clearance comments

September 1 - Actual plans submitted to Regional Offices

October 1 - Operations begin

F. Program Consultation and Coordination

The development of the program guidelines and requirements has included significant input from a variety of interest groups from the employment and training community interested in the problems of youth unemployment. Meetings were held in November and December with the youth coordinators of the ETA regional offices to obtain their inputs for program design. Earlier, the Assistant Secretary and the administrators of the youth office, in speaking to prime sponsors, described the preliminary concepts of the CYEP demonstration and advised sponsors of the CYEP plan. As the ideas of the CYEP began to focus, representatives of several public interest groups were requested to attend a meeting on January 24, in which the basic program guidelines were described and discussed, as well as the implementation schedule. These representatives will be convened regularly to continually maintain close liaison with the representatives of the CETA community and the national office as the CYEP is implemented.

To insure the best balance on the final design of the CYEP, a national office work group composed of 2 prime sponsor representatives, 3 regional office representatives, and a minimum of 2 national office youth specialists has been formed to provide the nucleus for developing the final CYEP guidelines and CYEP plan requirements. Further, in preparing the CYEP plan, monthly meetings will be held with all CYEP prime sponsors and regional office representatives for these sponsors.

Consultation with the appropriate Congressional representatives to obtain advice and consent on the CYEP guidelines and process will be made prior to finalizing the demonstration. To obtain the inputs on the needs of youth, a review of the program guidelines will be made by the National Youth Participant Observer Committee (NYPOC) as representatives of youth themselves.

By including these groups in the process of consulting and coordinating the development of the CYEP, the Department will ensure that the demonstration is responsive to the needs of the CETA system, the intent of the law to serve youth in a responsive manner, and the needs of youth, themselves.

G. Monitoring

The prime sponsors in the demonstration will assure that they will monitoring and evaluate worsites as well as their subgrantees and contractors.consistent with the regulations.

Each prime sponsor will keep a Community Resources Survey, which will be a listing of worksites and services, supportive and educational, which will be available for youth. This survey should be continually updated to reflect the changes in the community and be available to the public on request.

Monitoring will be conducted against:
(a) how well operations match the annual plans; (b) the degree of systemic change being effected or progress made toward systemic changes; (c) employability

development plans and their conformity to prime sponsor's annual plans, and their links with and utilization of community resources and individual participants' adherence to activities scheduled under his or her employability development plan.

Monitoring will be performed on schedules established by regional Federal Representatives and quarterly by teams of national and regional staff. There will be an end of year review by teams of regional, national office staff.

H. Evaluation

Participating prime sponsors will perform a self-evaluation of their own programs. In addition, the National Office will utilize the services of the National Council for Employment Policy (NCEP) to evaluate the comprehensive youth planning process from the beginning of the planning phase through program operations.

the process evaluation will be look at

the service mixes that evolve and their application to employability development plans, the definitions needed for what is reported (i.e., measures for service outcomes), comparability of the services rendered against those provided in the past and to future modifications of service mixes in 1980 and 1981. NCEP will also furnish technical assistance during the developmental stages.

Preliminary results of the evalution will be reported to Congress by March 1, 1980, in response to Congressional concern regarding attempts to consolidate Title II and Title IV youth activities.

Other products of the evaluation will be:

- Development of a model program
- A new planning package
- A TAT guide on how to develop and operate consolidated youth programs
- A design for appropriate regulations governing a consolidated youth program

- o A redesign of the management information system which will provide a new way of measuring services outcomes to youth.

I. Reporting

Locally, prime sponsors will consolidate for each youth participant the units of service completed during the report period. This data will be maintained, as mentioned in the MIS section, in the individuals EDP record as an assessment of program accomplishments. During the demonstration phase, sponsors will report monthly to the Department on a single report the aggregate of units of services as status accomplishment total youth served, total expenditures, and program outcomes. One final year end report on total units of services and expenditures will be submitted. By consolidating the data eliminatinates locally who an individualized program record, sponsors will reduce the number of individual reports maintained and submitted to the ETA report system. In addition, rather than quarterly reports, an end-of-year report will be submitted on total units of services provided and total expenditure costs for these services thus reducing the number of Federal reports required.

The information on program activities and services will be consolidated at the prime sponsor and level in a manner that consider the status of each individual and program time related goals of individuals--i.e., the completion of steps within and find goals or outcomes of employability development plans, rather than separate program terminations. The data will be collected locally in terms of units of services to measure program status, activities and services, program outcomes, and expenditures for total status and outline. Rather than reporting against a component wich contains several activities, prime sponsor will maintain idividualized reports directly against the accomplishment of the Employment Development Plan (EDP) steps (status) and the services provided to youth, e.g., classroom training, on-the-job training, transition services. Each employability plan will reflect the number of units of service (similar to college credits) required for a youth to complete the program successfully (meaning that the participant is job ready and placed in a job of his or her choice). Units should be assigned so many hours for completion and given different weights--for example, it may take someone who wants to become an auto mechanic 30 units of service to complete in two years, composed of 500 hours classroom training worth 10 units, each section of which represents 50 hours and on-the-job training worth 20 units of 1,040 hours, or 1,540 hours total for completion. At the end of each month of classroom training, a participant should have completed 41+ hours of training or 10 percent of his total plan. If an earlier completion is indicated, and the enrollee moves into on-the-job training, then the total number of hours necessary for completion will be reduced and the units of service reported against an on-the-job-training activity instead, but the enrollee will have completed a higher percentage of his employability plan. A new internal mechanism must be developed locally to track individuals through the system and to help determine adjustments necessary to individual employability plans. Whatever system is developed will not be part of the regional automated system although prime sponsors should devise an external extraction of this information that will give us some sort of knowledge monthly on how the application of service mixes are impacting on youth.

In addition, modified Youth Program Planning Summary (YPPS), Youth Budget Information Summary (YBIS), Youth Program Status Summary (YPSS), Youth Financial Status Report (YFSR), and the Quarterly Summary of Participant Characteristics (QSPC) will be developed by the National Office for submission at the end of each quarter.

II. Program Planning and Design

A. The Consolidated Youth Program Plan

The basic program objective is to develop an integrated youth program plan (as a subpart to the annual plan containing the principal features of YETP, YCCIP, SYEP and title II youth activities, to be undertaken in 10 demonstration sites in FY 1980, with a guaranteed funding level for continuation in FY 1981. This document is a conceptualization of how we want the program to be constructed; from it, we will begin to define actual guidelines. The planning format will be developed jointly between the Department of Labor and the participating prime sponsors.

Among other things, the plans should contain a narrative description of how SYEP will be integrated with YETP and YCCIP and indicate the extent to which changes in administrative structure (i.e., staffing functions, reporting) and program design (services and activities) can be effected in FY 1980, plus an overview of the manner in which long-range change would be structured to fit the concept of:

- o A comprehensive delivery system, giving access to a full range of services and activities.

- Decategorization of specific activities.
- A single age and income eligibility criteria for youth.
- A multi-year approach to identify and train youth toward career goals, built on:
  a. Individual employability plans to accommodate the particular needs of each participating youth and indicating a progression of services phased in according to age and educational status (e.g., occupational information, counseling and vocational exploration for 14 and 15 year olds; work experience classroom and on-the-job training for youth 16 through 21). Individual plans should be developed with the assistance of the particular youth involved after testing and interviewing by the counselor to identify the youth's capabilities, needs, objectives and how the objectives will be attained. The plans should be re-examined periodically to determine whether transfers to other activities is indicated or the plan readjusted in other ways.

  The plan will contain a training outline and schedule and a copy should be provided the enrollee. The outline will state the mix of project services and resources necessary to enable the enrollee to fulfill his employability plan. A schedule for completing each segment of the employability plan will be included.

  b. Planning based on consideration of seasonality of employment in local labor markets and the youth's academic schedule (if an i/s youth).

  c. Linkage with educational and vocational training institutions or agencies. (LEA agreements should be submitted along with plans.)

  d. Involvement of the private sector.

- Use of community resources inventory.
- A centralized intake system to coordinate functions and maximize efficiency.
- Reduced paperwork in the form of consolidated planning and reporting requirements.
- Increased assessment (both self-assessment and outside evaluation) focused on process and model development.

B. Participant Eligibility

Youth eligible to participate in the demonstration must be, at the time of enrollment:

- 14 through 21, inclusive;
- unemployed, underemployed or in-school; and
- a member of a family whose income does not exceed 85% of the lower living standard

Preference will be given economically disadvantaged youth and other youth with severe barriers to employment.

C. Wage and Benefit Provisions

Participants in training activities such as classroom training and vocational exploration, and other activities as specified in Section 676.27 shall receive allowances. Allowances shall be paid in accordance with Section 676.27.

Participants in work experience shall be paid wages as set forth in section 680.10 of the YETP regulations.

Participants in on-the-job training shall be paid a wage directly by the employer. Any extraordinary costs involved in training will be reimburseable to the employer at a rate negotiated between the prime sponsor and employer, but not to exceed 50% of the entry level wage.

Wages and allowances received by youth participating in this program shall be disregarded in determining the eligibility of the youth's family for, and the amount of any benefits based on need under an federal or federally assisted programs.

D. Activities for Youth

The demonstration is to provide broad career exposure through a progressive, multi-year approach to developing each youth's employment potential. Therefore, an essential ingredient of the demonstration will be preparation of employability development plans on an individual basis, geared to the skills, interests, and aptitudes of each participant and designed to fill the gaps in education and training necessary for specific jobs and ultimate career goals. In preparing these plans, activities and supportive services should be phased in as needed to fit the age, educational status, and skill levels of youth. Youth may move from one activity to another in a lattice arrangement, as indicated by the plan and as skills are needed or learned. Each activity shall be well structured around a detailed curriculum, with a specific goal as the end product of participation. Plans are to be regularly re-examined to determine whether adjustments or transfer to another activity are indicated.

Services and activities must include provisions for:

(a) Academic credit through written agreement with local education agencies for competencies learned on the job in all in-school projects, and for out-of-school youth wherever possible. If academic credit is not awarded to out-of-school youth, then arrangements should be developed with colleges or other educational institutions to obtain course credit for participation.

(b) Labor market information;

(c) Vocational counseling, coordinated with career guidance counselors in the school system, if feasible; and

(d) Job placement services for specific jobs in the community.

Flexibility will be permitted prime sponsors in arranging other services and activities in whatever combination is indicated by their availability in the community and the individual employability plans of youth. These activities may be short term or long-term and may include but not be limited to those listed below. Basically, they may be categorized as either in-school or out-of-school, but some activities may be appropriate to both groups.

(1) Vocational exploration in the public and private sector, including: job rotation, worker shadowing, simulated work activity, in-plant tours, and employer-provided career instruction. No work that generates savings to an employer is to be performed.

(2) Classroom training. May include remedial education, GED preparation, English as a second language, "career Planning" classes or special career education such as preparation for apprenticeship exams in the building trades. It may occur in any legitimately recognized institution such as a trade school operated by union representatives, State-approved vocational education schools, community colleges, or in a vestibule arrangement on the premises of an employer

where an employer agrees to hire the trainee on satisfactory completion of a specific course or courses.

(3) Work experience. May include a wide range of community betterment activities such as rehabilitation of public properties; weatherization of homes occupied by low-income families; demonstrations of energy-conserving measures, including solar energy techniques; park establishment and upgrading; neighborhood revitalization; conservation and improvements; removal of architectural barriers to access by handicapped individuals, and related activities.

Work experience may also be performed in such fields as education; health care; neighborhood transportation services; crime prevention and control; preservation of historic sites, and other public or private non-profit activities.

A written job description shall be developed and maintained for all work experience and on-the-job training positions to provide a basis for determining their comparability to existing jobs of other individuals similarly employed.

(4) On-the-job-training in the private sector on a full-time basis for out-of-school youth or part-time through work-study arrangements with school systems for released time for in-school students. OJT can be established with private employers in two ways. One is the standard method , with the employer paying the wage directly to the trainee and being reimbursed for the extraordinary costs of training by the prime sponsor at a negotiated rate not to exceed 50 percent

of the entry level wage. Another is by the new employer tax credit where IRS allows tax credit for 50 percent of the wage to employers who hire disadvantaged youth.

(5) Job search assistance. This would be training in how to look for a job, provision for occupational information, resume preparation, and interviewing techniques.

(6) Motivational training in attitudes, dress code, awareness of responsibilities, and self-help methods.

In-school activities.

Typical in-school activities may include academic credit, vocational exploration, classroom training, work experience, on-the-job training, job search assistance, and motivational training. As outlined in section 680.6 of the regulations, these may consist of:

(a) Transitional services, including: outreach assessment, and orientation; counseling, and occupational information; provision of labor market information; literacy and bilingual training; GED preparation and attainment; job sampling; transportation and child care assistance; job restructing and job development and placement.

(b) Career employment experience, which is a combination of both well-supervised employment (work experience or on-the-job training,) and certain transition services including, at a minimum, career information, counseling and guidance. Any work experience or on-the-job training must include these minimum ancillary transition services.

Out-of-School Youth

Activities for out-of-school youth may include any or all of the same activities, plus community conservation and improvement (YCCIP) activities if performed in a project and participation is limited to twelve months (and is otherwise compatible with YCCIP regulations, except for age of participants). In-school students may also participate in designated community conservation and improvement projects on a part-time arrangement if suitable and agreed to both by the school system and the project manager.

E. Major Program Changes

o Age requirements. Only one broad age group will be served; these will be youth who are 14 through 21, inclusive, at the time of enrollment. This will make it possible to provide more services to youth at the lower end of the age scale (14 and 15) during their formative years, not presently given adequate consideration in YETP, and also to older youth (19 to 21) who may have tried and failed at the job market or who do not have proper work habits. YCCIP activities are not available to this age group under current law.

o Income eligibility criteria.

Some of the present programs are open to youth who are unemployed or underemployed without regard to income. The demonstration will serve only those youth who, in addition to meeting the age requirements, are:

- Unemployed, underemployed or inschool, and

Who are

- a member of a family, whose income does not exceed 85% of the lower living standard, with
- preference given the economically disadvantaged.

The demonstration will also:

o Eliminate the enrollment of 10% of youth from families above the income level specified, though these youth may receive limited services such as labor market information and counseling.

o Year-round services will be provided to youth instead of separate summer activities, giving a continuity of service which youth heretofore lacked.

o Decategorization of programs

By merging programs, not only will age restrictions be abolished, income eligibility changed, and continuity provided, but a fuller range of services and activities will be available to youth, including more involvement in the private sector. Also,

o Services and activities will be provided on an individualized basis which empahsizes the youth's needs and tailors program content to meet them.

- Reporting forms and evaluation methodology will be modified to reflect structural changes and new service outcomes.

- Finally, we are removing for the purposes of this program, the requirement that 22% of YETP funds be spent on in-school projects covered by LEA agreements, although LEA agreements will be mandatory for all in-school projects.

Other changes as noted in this text:

o All income participants derive from this program will be disregarded in determining eligibility of the youth's family for other Federal benefits.

o The 20% limitation on administrative costs is being removed, and these costs may be pooled.

o The role of the youth councils is expanded to provide for consultation with planning councils and comment and suggestions during the planning stage.

III. Administration and Management

A. Organizational Structure

The roles and responsibilities of the national, regional, and prime sponsor staff are outlined as follows:

(a) National Office

- (1) Draft procedures and guidelines
- (2) Train prime sponsor staff re execution of guidelines
- (3) Issue planning grants and oversee planning process
- (4) Manage outside process evaluation
- (5) Perform quarterly and end of year reviews in conjunction with regional staff
- (6) Receive and analyze reports

(b) Regional Offices

- (1) Provide representation to work with National Office staff during planning phase.
- (2) Review and process annual plans
- (3) Conduct ongoing monitoring
- (4) Provide technical assistance

(5) Accompany National Office staff reviews

(6) Appoint coordinator (Federal Representative) to oversee regional management functions and work with contracting officer, appropriate OPTS and AM&S specialists, and prime sponsor key coordinator

(c) Prime Sponsor

(1) Each participating prime sponsor should immediately identify and appoint a key coordinator to act as the control contact person responsible for overall management of the demonstration and who will act as liaison with the consolidated program coordinator in the Regional Office. The coordinator will:

- Take the lead in surfacing any problems encountered in the operation of the program
- Develop and assign staff roles in preparation for issuance of the planning grants

- Represent the prime sponsor in developing the plan and models that will result from the plan
- Meet with National Office staff monthly during the planning stage

(2) Develop plans including community resources survey, development of service mixes, design of employability plans

(3) Operate program with periodic reassessment of service mixes and examination of employability plans to determine how well they blend and whether youth are achieving aims

(4) Design and perform self-assessment and measurement of outcomes

B. Comment and Publication Procedure (A-95)

The comment and publication procedures for submission of the integrated project plan application shall be the same as those described in the YETP regulations.

The planning and comment procedures shall also encourage public awareness of the demonstration project and allow maximum opportunity for any interested parties or involved segments of the community to participate in the planning process.

C. Youth Councils

At the present time, the youth council assists in the development of plan application, makes recommendations to the planning council with respect to the planning and review of the program's activities, and carries out the duties and responsibilities as established in Section 436(b) of P.L. 95-524. In the demonstration, the youth council will be given a greater role to play and a chance to be more effective in improving employment opportunities for youth in the program.

The major impact of the youth council will be felt during the development of the plan application, prior to its formal submission for review and comment. The youth council shall identify major goals and objectives for the integrated plan, review proposed program activities and recommend revisions to planned activities, and identify the linkages for the program with community agencies and services. These activities will enable the council to make substantial input to the program planners before plan application is finalized.

The council shall also organize meetings with the planning council to increase private sector involvement. Through increased coordination and interaction, the private sector and the education system may learn to better understand the program, its goals and objectives.

D. Allowable Costs

Funds for the project shall be expended consistent with these guidelines and the regulations for YETP. Allowable costs for these funds are those described in Section of the regulations.

The 20 percent limitation on administrative costs will be waived, and these costs pooled if necessary. All other costs for this demonstration will be considered allowable or disallowable according to the provisions currently governing the YETP program.

Provisions may be made for extra planning or administrative costs if needed to satisfy the design.

E. Discrimination

The plan shall contain assurances that equal employment opportunities shall be afforded to each participant in the program. The policy relating to nondiscrimination and equal employment opportunities and the procedures to be followed in cases of noncompliance are found in 29 CFR 98.21.

F. Grievance Procedures

Each prime sponsor participating in the demonstration is responsible for establishing a procedure, in accordance with 29 CFR 98.26, for resolving any issue that arises between itself and any participant in the program, any of its subgrantees or subcontractors, or any other aggrieved party.

The grievance procedure shall provide an opportunity for an informal hearing and allow for a prompt determination of the issues. If the prime sponsor takes adverse action against a participant, the procedure shall include a written notice setting forth the grounds for the adverse action and give the participant an opportunity to respond. The final determination shall be provided, in writing, to the complainant and shall include the procedure by which the complainant may appeal the decision.

G. Reallocation

The Secretary has the authority to reallocate demonstration funds of any prime sponsor that does not meet the conditions of its grant.

H. Maintenance of Effort

The demonstration project may provide additional program services and activities with the same funds as are available in the regular program because of the coordinated planning which will occur. The increase in activities, however, shall not affect the services and activities available to youth under other CETA titles or from non-Federal sources (29 CFR 97.719). Activities and services provided for youth under Title II shall not be decreased.

In creating increased employment opportunities for youth, the prime sponsor must also assure that the rights of those already employed are not violated. There are provisions in the regulations, 29 CFR 97.719 and 97.632 which govern the activities of the integrated project and protect right of.

CONSOLIDATED YOUTH EMPLOYMENT PROGRAM

FY'79 Planning Grants

Region & Prime Sponsor	1 Planning 1/ Grant	2 YETP FY'79 Allocation	3 YCCIP FY'79 Allocation	4 SYEP Allocation 2/ (Estimated)	5 Sub Total (1→4)	6 Title II'79 Youth	7 Grand Total (5 + 6)
1 Penobscot County, ME	$50,000	$397,048	$ 78,141	$562,552	$1,087,741	$656,232	$1,743,973
2 Morris County NJ	$56,317	$563,173	$127,742	$703,190	$1,450,422	$993,931	$2,444,353
3 Peninsula Office of Manpower Programs Const., VA	$ 55,704	$557,043	$101,356	$914,147	$1,628,250	$1,035,832	$2,664,082
4 Escambia County	$50,000	$282,775	$ 54,573	$632,871	$1,020,219	$507,134	$1,527,353
5 Rock Island, IL	$50,000	$249,731	$ 48,871	$210,957	$ 559,559	$403,959	$ 963,518
6 Central Texas Manpower Const, TX	$50,000	$283,066	$ 47,568	$492,233	$ 872,867	$995,670	$1,868,537
7 Springfield, MO	$50,000	$166,691	$ 37,457	$351,595	$ 605,743	$411,731	$1,017,474
8 South Dakota Statewide, SD	$57,091	$570,911	$401,625	$1,617,337	$2,646,964	$1,720,588	$4,367,552
9 Torrance, CA	$50,000	$156,227	$ 46,209	$ 210,957	$ 463,393	$ 488,299	$ 951,692
10 Yakima County, WA	$50,000	$422,524	$ 87,500	$ 632,871	$1,192,895	$1,015,683	$2,208,578
TOTALS	$519,112	$3,649,189	$1,031,042	$6,328,710	$11,528,053	$8,229,059	$19,757,112

1/ 10% of FY 79 YETP NOA or $50,000, whichever if greater (From Discretionary Resources)

2/ Estimate made by comparing the precentage each P.S. was of total FY 1978 SYEP allocation including all supplementals and applying that same percentage to total FY 1979 Estimated SYEP allocation of $703.2 Million.

A MANUAL FOR SUPERVISORS IN THE SUMMER YOUTH EMPLOYMENT PROGRAM

NATIONAL CHILD LABOR COMMITTEE

OFFICE OF YOUTH PROGRAMS REPORT NUMBER 32

A MANUAL FOR SUPERVISORS

IN THE

SUMMER YOUTH EMPLOYMENT PROGRAM

This manual was prepared by the staff of the National Child Labor Committee under a grant from the Rockefeller Foundation. Sections which do not conform to local conditions and rules should be modified.

NATIONAL CHILD LABOR COMMITTEE
1501 BROADWAY
NEW YORK, NEW YORK 10036

OVERVIEW

The key ingredient to the success of the Summer Youth Employment Program is the quality of worksite supervision. Supervision can be improved by more careful screening and selection at the front end, by more careful preparation and training of supervisors, and by rapid identification and correction of worksite problems. This brief manual for supervisors is one approach for orienting supervisors so that they can do their jobs better.

The manual may need to be adjusted for differing circumstances between prime sponsors. However, the basic and commonsense elements are clearly critical. Supervisors must know the purposes of the program, their own responsibilities, what to do under certain circumstances, and how to best approach their tasks. Whether or not this format is used, similar information must be provided to supervisors to make an effective program.

This manual was prepared by the National Child Labor Committee based on extensive onsite monitoring. The work was funded by the Rockefeller Foundation.

ROBERT TAGGART
Administrator
Office of Youth Programs

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I. INTRODUCTION

Welcome to the Summer Youth Employment Program. As a supervisor in this program, you will play a key role in helping the participating youths to have a profitable summer learning work skills, growing into adulthood, and earning money. You, yourself, will have the opportunity to grow and to gain useful skills through your experience in planning, scheduling, and assigning work and supervising and counseling youth.

Both you and the young people you supervise will have the additional satisfaction of being able to provide desirable community services and improvements.

The rest of us--City CETA and work sponsor staffs--are working to make the summer's experiences useful for you and the youth. Join us in this work.

The purposes of this handbook are to tell you about SYEP, its objectives and procedures, and our expectations and work rules and to give you some tips on supervision which will help you do your job.

Keep this handbook for reference and use.

II. SUMMER YOUTH EMPLOYMENT PROGRAM

The Summer Youth Employment Program (SYEP) is funded under Title III of the federal Comprehensive Employment and Training Act (CETA). It provides summer employment for a limited number of youths in the community. All of the jobs are in public and private non-profit agencies and may not be substitutes for jobs performed by regular employees. The participating agencies provide work projects and sites and supervise work performance. The City CETA agency is responsible for overall planning, setting guidelines and rules, allocating funds, selecting project sponsors, and insuring that programs function within the guidelines set by the law and the federal Department of Labor.

The specific objectives of SYEP are:

- to provide financial assistance to youths between the ages of fourteen and twenty-one who qualify under federal economic guidelines;
- to give these youths the opportunity to gain good work experience and to develop useful work behavior patterns and basic skills;
- to produce useful services and improvements for the people of our city.

III. INFORMATION FOR SUPERVISORS

There is some information you should have at your fingertips. Some relates to you and your job, some to the youth and the program for them, and some to the SYEP. There is additional information which is different for each supervisor. We have provided a few blank pages in the handbook for you to write in this information so that you will have everything in one place. (This section should be revised to make it conform to local rules and conditions.)

A. SUPERVISOR WORK RULES

DATES: You will be employed from __________ to ____________.

HOURS: You will work _________hours a week.

This will be, unless special permission is granted, __________ hours a day, __________ days a week.

ABSENCES: You must notify ________________ at ______________
(designated person) (tel.no.)

before your regular starting time if you will be absent so that a substitute supervisor can be provided.

TIME RECORDS: You will sign in and sign out on__________. Only hours actually worked are to be recorded. Time records are to be available at all times and presented at the request of any monitoring officials. Failure to record times accurately may result in dismissal. Your time records must be countersigned by a designated superior. Time records, properly filled out and countersigned are due in__________________by________________
(place) (time)

each_______________________.
(day of week)

PAY: The pay cycle begins on__________ and ends on____________.

Supervisors will be paid $____________ an hour.

Pay checks will be distributed on_______________ after___________
(day of week) (time)
by ____________________________________.
(organization and place)

If your check is lost, stolen, or misplaced________________________
(organization, person,
____________________ should be notified at once.
and telephone number)

Complaints about improper payment should be made in writing to

____.
(organization, person, address)

SAFETY: Supervisors may not allow youths to do any work or to work in any place or with any equipment that does not comply with applicable state and federal laws governing health and safety requirements. If you are in doubt about compliance, consult with your superior before assigning work.

ACCIDENTS: If you or a participant is injured while on the job, the designated person in the work sponsor's office must be notified immediately. That person will instruct you and supply the appropriate forms. ____________________________ .
(person and tel. no.)

TERMINATIONS: You may not terminate the employment of any participant. If a participant commits an act which you believe warrants termination, notify and consult with the designated person in your work sponsor's office ____________________________. If a
(person and telephone number)
participant informs you of an intention to leave the program, notify your superior.

GRIEVANCES: If you believe that you are being treated unfairly you should speak to your superior. If your grievance is not resolved within five (5) days, you may request in writing an informal hearing with your designated hearing officer. The name and telephone number of the hearing officer may be obtained from your work sponsor's office.

If you are dissatisfied with outcome at this stage, you may, within 30 days, appeal in writing to the regional DOL office

______________________ .
(address)

POLITICAL ACTIVITY RESTRICTED: According to the Hatch Act, CETA supervisors and participants may not, during work hours, take part in any partisan political activity. This includes lobbying, fund-raising, making speeches, assisting at meetings, distributing pamphlets or engaging in voter registration activities.

CETA employees must be concerned not only with the Hatch Act but also with the more restrictive CETA provisions and, where applicable, state or local laws prohibiting political activities. It is the policy of the U.S. Department of Labor and prime sponsors to strictly apply the prohibition against involvement by CETA employees in political activities. Their position is that the mere appearance of involvement in political activities would violate the apolitical nature of the CETA program. Some of the areas of concern are:

1. violation of state and local laws or regulations;
2. violation of the Hatch Act;
3. activities which take place during CETA-financed working hours;
4. political interaction with others identified as CETA-financed employees or participants;
5. support for a candidate who will have a voice in the operation of the CETA program.

RECORDS AND REPORTS: You are expected to make such reports as are required in timely manner and to respond to questions used to evaluate the Summer Youth Employment Program. You are required to maintain a record for each youth you supervise. This record should include a description of the job or jobs to which the participant is assigned, the participant's education and previous experience, time and attendance, and performance evaluation.

RULES: You are required to abide by the rules and regulations of the SUMMER YOUTH EMPLOYMENT PROGRAM and the work sponsor. It is your responsibility to obtain the work sponsor's rules.

No supervisor may schedule hours and days of work. No participant will be paid or considered employed for any time other than regularly scheduled and approved hours of work. The approved hours of work for youth in the program must comply with state and federal standards.

B. WORK RULES FOR YOUTH

It is your responsibility to insure that all participants under your supervision know and abide by these work rules.

DATES: Youth will be employed from____________to__________________.
(date) date)

HOURS: Participants work_________hours a week, a maximum of_________working hours a day; lunchtime is not counted as a working hour.

TIME RECORDS: Youths are responsible for checking their time records for accuracy and completeness. Your signature certifies to the correctness of entries and is necessary for payment. Intentional misrepresentation on time records is grounds for immediate dismissal.

Time records are due in_____________ by ___________ each______________.
(place) (time) (day of week)

Records not submitted on time will not be processed until the next pay period.

New time forms will be distributed____________________________ .
(process, place, time)

PAY: Participants are paid $________an hour for each hour worked. Tell youth the time and place for distributing checks including the last one.

Participants' fringe benefits include Workmen's Compensation coverage and employers' contributions for Social Security. The employees' share of contributions is deducted from their pay.

If a paycheck is lost, stolen or misplaced the participant should notify________________________________
(name and telephone number)

LATENESS & ABSENCES: Participants are expected to inform you (or a designated person) if they will be absent. Excessive lateness is grounds for pay deductions and other discipline.

ACCIDENTS: If a participant is injured on the job you should be notified at once, either by the injured youth or a fellow worker. If you are not immediately available the designated person in your work sponsor's office should be notified. Provide the youths you supervise with the appropriate name and telephone number.

QUITTING: A youth intending to leave the program should notify you in advance. You, in turn, should notify your superior.

PROBLEMS: Youth are instructed to discuss any problem which arises at the worksite with you, their supervisor.

If you cannot resolve the difficulty, you should discuss the matter with your superior and if necessary refer the youth to someone who can resolve the difficulty.

GRIEVANCES: You must explain to youth their right to register a grievance. You are expected to deal, in the first instance, with any grievance a youth may have with respect to unfair treatment. If you do not resolve the grievance to the youth's satisfaction within five days, the youth may request, in writing, an informal hearing with the person designated by the work sponsor. If the youth is not satisfied an appeal may be made to the regional DOL office.

You are required to provide the name, telephone number and address of the work sponsor hearing officer and the DOL appeal official at the request of the youth. You may not, by threat or other means, discourage a youth from requesting a hearing or appealing.

C. PROGRAM ELEMENTS

While the summer youth employment program has its primary objective, as its title indicates, providing youth with employment, the program has many elements and objectives.

The major elements relate to the participating youths and include providing them with:

. structured, supervised work to develop good work habits and useful skills;

. opportunities for occupational exploration;

. vocational counseling and occupational information;

. services to motivate and assist youth to return to school;

. training and other services to increase their employability;

. assistance in solving special employment problems.

The program is also designed to provide:

. a useful community service or product, which will be recognized as such by the community;

. the opportunity for interested members of the community to help plan, oversee and participate as volunteers;

. a means for recognizing the service of the young people.

And, of primary importance to you are improving your work skills and acquiring the ability to supervise a work crew.

D. NAMES AND TELEPHONE NUMBERS

You should note and have available the names and telephone numbers of persons you must notify under specific circumstances and from whom you can obtain needed information. You should know whom to contact to get or give necessary information with respect to:

PURPOSE	NAME	TEL. NO.
Lateness or Absence		
Accident		
Missing or Malfunctioning Equip.		
Behavior by Youth Warranting Discipline		
Youth Leaving the Program		
Work Rules		
Your Pay		
Youths' Pay		

List other circumstances (and the names and telephone numbers) which may be important.

IV. YOUTHFUL PARTICIPANTS

The attitudes of disadvantaged youth toward work have bearing both on the kinds of work experiences to be offered and on the kinds of work supervision, training and counseling needed. Jobs which youth, their friends or families have are mostly low level and low paid, with little possibility for advancement. In response, many youths tend to resist work experiences which have the same characteristics.

For many youths the work experience they get in the project will be the first chance to test their abilities and discover their vocational preferences. They may bring to the project unreal ideas and resistance to work. If the unreal ideas and resistance to work are allowed to continue uncontested the result could be the development and reinforcement of poor attitudes and behaviors. You, as the supervisor, have a major responsibility to deal with this situation.

While it is important to encourage upward mobility, it is equally important that no useful work be undervalued. You don't have to sell any job but you must be able to explain its need and place in the entire project and to use every job to help youth gain understanding of the nature of work and employers' expectations, acquire hands-on experience leading to work skills and competence, see how their efforts can be productive and useful, and develop the ability to move on to more demanding jobs.

The work experience itself must mean something to the youth. Doing something worthwhile, something socially and economically useful, something which is visible to others and which attracts community and individual attention, can lead to increasing a youth's feelings of self worth. It is important that the youths be helped to understand the meaning and use of the tasks they perform. This will help them to develop and maintain a positive attitude toward work. If you are successful you will be developing a social climate in which youth can learn from the work experience.

Be aware of the age differentials in your crew. The average 18-year-old will usually approach a job with more stability and greater expectation than a 14-year-old. The 18-year-old will have more skill and experience and will probably be better able to cope with problems that arise on the job. Work experiences for younger enrollees should be structured to permit somewhat more experimentation than those for older youth. However, there is more to work experience than the routine performance of a single task. All youths, regardless of age, should be allowed to rotate among different tasks with challenges built in at many levels in terms of responsibility and competence. Every assignment should have some degree of responsibility and challenge if youth are to develop good work habits.

Youths respond positively to skilled and competent supervision and to skilled productive fellow workers. It is desirable for them to be exposed to high work standards. This summer may be the first time they have ever been exposed to the satisfaction derived from a job well done.

The work experience should be a collaborative effort between workers and supervisors, permanent and summer workers, and youths and adults. It is part of your job to encourage the collaboration and to resolve problems which hinder collaboration.

Indifferent or punitive supervision will undermine any project. Expressing interest in a youth's performance and providing encouragement are far more effective for reaching our goals than ignoring or punishing poor behavior and performance. Reward achievements. Rewards can be as simple as a complimentary word. When youth are well supervised, understand what they are doing, kept busy, given the proper equipment, and are allowed to use free time constructively, they will respond.

V. THE PROJECTS AND THE JOBS FOR YOUTH

Developing summer jobs which will satisfy all SYEP objectives is very difficult. There are few jobs which are challenging, interesting, ideal for learning skills and becoming interested in work, which provide opportunities to try out a number of occupations and which, at the same time, yield a significant work product in eight weeks, require very low entry competencies, use relatively inexperienced work supervisors, are conducted once a year, satisfactorily meet bureaucratic regulations and audits, etc., etc. Further, the usual approach in job development is to work backwards from work product and project to the skills the youth workforce needs to produce the product, rather than from skills to be acquired to work product and service. Consequently most jobs are simple, repetitive, call for few competencies and provide little opportunity for youth. Nevertheless, you can make every job a worthwhile experience by treating each job as worthwhile, not assigning any job as a disciplinary measure, introducing some challenge elements into each job, identifying and teaching competencies which can be acquired with experience, knowing and telling the youths how the output will benefit the community.

A. ASSIGNING YOUTH

No assignment should be considered fixed for the entire summer. While each youth's wishes, experience and education have been taken into consideration in the assignment to you, it is not always possible to fit these and the jobs available. Consequently, it is up to you to attempt to make the best fit possible within the limitations of the job to be done and the youth assigned to you.

Be sensitive to youths becoming bored, indifferent, and dissatisfied with specific job assignments. When this happens, it is time to change or to restructure jobs or to help the youth become more competent or to introduce new work elements or to provide work counseling. Don't forget that major goals are to help the youth learn about different jobs and to gain competence and interest in work. None of these objectives can be achieved by bored, dissatisfied workers.

VI. JOB OF THE SUPERVISOR

You must be ready to meet, supervise, and help the youths from the moment they arrive. Thus you must prepare before they are on the job.

The job of the supervisor includes many different elements. As a new supervisor you may not be aware of all of these. Many are described briefly below. Some of the most important are described in greater detail in the following pages. Supervisory tasks include:

LINKING the activities of your work group with the expectations and activities of others such as your superiors, other work units and individuals, and related community groups;

ORIENTING the youth to the program, the work sponsor, the work to be performed, and the expected behavior;

ON-THE-JOB TRAINING to help the youths gain the skills and abilities to perform the specific jobs and to develop desirable work behavior;

ASSIGNING youths to specific tasks in line with their interests, capabilities, and growth patterns;

PLANNING and scheduling work so that the desired objectives will be achieved;

ORGANIZING the workers, tasks, and materials so that coordination and cooperation can be achieved;

DIRECTING youths so that they understand what is to be done and can do it;

MOTIVATING youth toward good work behavior and performance;

COMMUNICATING with both the youths in your group and with others who have impact on them by listening and by keeping all persons appropriately informed;

SERVING AS A ROLE MODEL so that the youth will have a good example of appropriate behavior;

COUNSELING youths with respect to career objectives and other program-related matters;

CHECKING and CERTIFYING participants' time and attendance records;

EVALUATING participants' behavior and performance;

REPORTING to your superiors as required;

SOLVING work problems as they arise.

The work experience will yield good training in work behavior and skills only if you exhibit these yourself. Only in this way can you be a good role model and instructor for youth. Experience and studies have shown that youth will try to emulate an adult they look up to--particularly a work supervisor. You were selected as a supervisor because it is believed that you will be a good role model.

The following will give you some of the answers to the question, "What must I know?" It cannot give you all of them. Add items as you go along. Your preparation should include:

- Knowing the work rules for supervisors and youth, so that you will meet the expectations of your superiors and be able to instruct youth.
- Learning something about the youths you will supervise, the Summer Youth Program, the agency employing you, and the community your work team will be serving. (This will help you prepare, make you sensitive to youth, agency, and community expectations, and provide a frame of reference for your activities.)

- Knowing the supervisory role and the expectations of the Summer Youth Program and be ready to fulfill these.
- Being able to describe the work to be performed by each youth and by your team. (This is essential for orientation and work assignment.)
- Understanding and being able to apply your agency's performance criteria and work standards for the youths. (This will help you train, evaluate performance, and provide youth with necessary feedback on their work.)
- Knowing what knowledge, skills and abilities the youth need to perform their jobs satisfactorily and how to help them acquire these.
- Knowing the work behavior expected from the youths and how to help them meet these expectations.
- Having needed supplies, equipment, etc., ready for the youths.
- Being able to explain timekeeping and payroll forms, procedures, rules, etc.
- Knowing and being able to explain and enforce work rules for youth.
- Knowing the services available and being able to help youths obtain, when desirable, support services.
- Knowing and being able to carry out elements of your role other than supervision of youth, such as making reports and maintaining relationships with other units.
- Knowing the names and telephone numbers of persons you may have to contact in the course of your work such as your supervisor, the payroll clerk, and the person to notify in the event of an accident.

. Knowing that you cannot possibly know everything, but you should know whom to ask for information. Be prepared to listen to others, particularly the youths.

A. ORIENTING YOUTH

While the youths may know something about the program and have been informed about work rules, it is up to you to make these real and to gain acceptance for them. After arrival at the worksite, the youths may feel out of place and not know how to behave, and, even with written instructions, be confused about what is expected of them. They must learn when and how to ask for help and when to relax. They should be helped to understand the larger purposes of their work--how these fit into the total project and how the project serves the community. In addition, it is important to orient each youth with respect to your expectations and the specific nature of the work to be performed.

Your orientation for youth should include:

. introduction to you and other workers, both adult and youth;

. description of project objectives and expected output and how these will be achieved;

. explanation of work rules, expected work behavior, and your role with respect to these;

. preparation to perform the specific job to be done--the tasks, the skills needed, how these will be acquired, relationships with other jobs and the project, etc.;

. description of your role as supervisor and counselor;

. discussion of what youth can expect to gain from the program.

Encourage and answer questions. However, don't give uncertain or inaccurate information. If you don't know, say so without apology, find out, and give the right answer.

B. TEACHING AND TRAINING YOUTH

Teaching is a major part of a supervisor's job. This is particularly the case in supervising young workers who have not had much work experience and for whom learning skills and appropriate work behavior are primary program objectives.

Being a successful supervisor-teacher requires that you:

- Know and are able to perform the task;
- Understand the individual youth's uncertainty and feeling about the task;
- Interest the youth in performing the task well;
- Demonstrate and explain the elements of the task;
- Let the young worker perform the task, observe the performance carefully and provide positive reenforcement until the worker demonstrates competence;
- Periodically evaluate youth worker performance and provide supportive feedback.

Getting ready to instruct the young worker whether in a group or as an individual calls for you to prepare to instruct. This is necessary even though you have a high degree of competence in the job. Getting ready includes:

- Having a timetable. That is, knowing how much skill you expect the worker to acquire by when. Remember the entire program is only a few weeks long.
- Breaking down the job into specific tasks and each task into steps. Identifying the key steps. These are the steps which

require a new skill or are essential for success. Picking out key points. Remember worker safety and coordination with other workers are always key points. These are particularly important with young, inexperienced workers.

- Determining what materials, supplies and equipment are needed to perform the task and making sure that everything is ready.
- Reviewing the performance of each element of the task so that it is clear in your mind.
- Checking the workplace and arranging it just as you expect the worker to keep it.

The following is a five-step instructional plan which has been used in industry and government for more than thirty-five years to train millions of workers. If you understand it and learn to use it effectively you will have gained a life-long skill.

Step 1. Prepare the youthful worker: Put the youth at ease. Describe the task. Explain how it fits into the total job and with the activities of other workers. Find out what the worker knows about the task. Interest the worker in learning to perform it well. Remember that although most of these tasks do not call for high skill levels, some may have dangerous elements, some involve contacts with the public, some require complete accuracy, and some call for coordination with other workers. Each of these is important for helping the youth acquire skills and appropriate work behavior.

Step 2. Present the task: Perform the task element by element. Tell the youth what you are going to do. (If it is not apparent, explain why.) Show the youth how to perform the task--one element at a time. Stress the

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key points. If danger is present, describe it and show how to avoid it. For example, if the youth will be expected to lift a heavy object, describe the danger of back strain and demonstrate the correct way to lift. Instruct clearly, completely, and patiently. Demonstrate no more than the youth can master at one time. Repeat until the youth understands and is ready to demonstrate.

Step 3. Try out performance: Have the youth perform the task, explaining each key point as the task is being performed. Carefully observe the youth's performance and competency.

Step 4. Reenforce competency: Review the youth's performance, reenforcing appropriate behavior and redemonstrating where the youth did not show understanding or appropriate behavior. Do not, as far as possible, point out what was unsatisfactory but demonstrate the correct way. Keep repeating Steps 3 and 4 until the youth's performance is satisfactory.

Step 5. Follow up: Assign the youth to the regular task. Check less and less frequently. Encourage questions. Tell the youth to whom to go for help.

C. EVALUATING YOUTH'S PERFORMANCE

As a supervisor you are expected to observe and evaluate the competence, behavior, and performance of each youth working for you. The major purpose of the evaluation is to help the youth improve his or her behavior and performance. As youths are extremely sensitive to negative feedback your emphasis should be on positive reenforcement. Avoid focusing attention on incorrect elements in the youth's performance. If necessary repeat the teaching cycle from demonstration to performance by the youth. Set high but attainable standards and praise improvement.

Youths want to know what is expected of them, how well they are meeting these expectations, and how they can improve. You can satisfy these needs by adequate performance evaluation. It is important that evaluation be systematic and planned so that it helps both you and the youth.

Performance evaluation can help you to:

1. Let youths know what is expected and how well these expectations are being met;
2. Plan the work better by being able to estimate what the youths can accomplish;
3. Determine training needs;
4. Identify youths who need more instruction;
5. Discover unused youths' potential.

Performance evaluation can help the youths by:

1. Letting them know how they are doing and how they can do better;
2. Assuring them that good performance is recognized;
3. Showing them your interest in helping them improve their performance.

There are six basic steps in conducting performance evaluation:

1. Determine how well you expect each youth to do the assigned tasks;
2. Discuss these requirements with each youth when making the assignment and demonstrating the task;
3. Observe the youth's performance;
4. Evaluate the performance;
5. Discuss the evaluation with the youth using positive reenforcement;
6. Take appropriate action.

These steps are described in detail below.

Step 1. Determine how well you expect each youth to do the assigned tasks

Performance requirements describe the quantity, quality, timeliness, and the manner of performance necessary to accomplish a job satisfactorily. They are not the same as job descriptions which outline the general duties and responsibilities of a job. Performance requirements indicate how much work should be done and how well it should be done.

Written requirements are more useful for you. Clearly described oral instructions are better for the youths. The pertinent elements of performance are behavior, competencies, and work product.

Behavior includes willingness to work, following instructions, punctuality and attendance, cooperation, acceptance of responsibility and response to supervision.

Competencies include possession of the knowledge required for satisfactory performance; skill in using one's hands and head to employ knowledge, tools, equipment, forms, etc., in performing assigned work; ability to work with and to relate to other people in the course of work; and judgment to make good decisions.

A final measure is the actual work produced by the youth, whether it is a service for someone or a work product such as a repaired bench. The measures for a work product are both quantity and quality.

Discuss your performance standards with your superiors before applying them.

Step 2. Discuss performance requirements with the youth

During assignment and demonstration of the tasks to be performed, the standards should be discussed with each youth. While it is desirable to adjust standards to each youth's capabilities, beware of using greatly different standards for each youth. It is important, however, to obtain acceptance for the standards as fair and appropriate.

Step 3. Observe youths' performance

In your daily contact with the youths observe their performance and note situations that call for action on your part. These include:

- Good and poor behavior; commendable and weak performance;
- Inability to perform certain tasks acceptably (indicating need for further instruction).

Written notes will help you recall what has happened and enable you to carry through the evaluation process.

Step 4. Evaluate youths' performance

Forms for guiding and recording your evaluation are provided. Use them. In measuring each youth's performance you must have a good idea of what constitutes "less than satisfactory," "satisfactory," and "excellent" work behavior, competencies, and products. Sometimes there are absolute standards, such as the number of correct lines typed during the day. Sometimes there are no absolute standards. It is then necessary to develop comparative standards. It may be necessary to identify a youth whose performance you consider to be "satisfactory" and to use that as a comparison standard for evaluating the performance of others.

Step 5. Discuss the evaluation with each youth

Performance should be discussed with each youth at least once a week to provide timely feedback and appropriate reenforcement. As far as possible:

- Pick a place and time where you can be alone with the youth with no interruptions;
- Keep your eye on the target--improving behavior and performance--not pinpointing poor performance;
- Build on strengths not weaknesses, praise whenever appropriate;
- Encourage questions and interest in improving performance;
- Listen for problems, difficulties and suggestions, above all, listen;
- Don't argue about standards and level of performance or make invidious comparisons;
- Encourage attempts to improve performance.

Step 6. Take appropriate action

Evaluating performance is useful only to determine action to bring about improvement. Some such actions are:

- To assist the youth in carrying out a self-improvement program;
- To assist the youth by providing guidance, counseling, training and encouragement;

- To change the youth's assignment;
- To restructure duties and tasks to improve opportunities for development;
- To reward and recognize high-level performance.

VII. MONITORING AND EVALUATING THE PROGRAM

A. Your Evaluation

Just as it is part of your job to evaluate the performance and behavior of the youths you supervise, your superior is responsible for evaluating your performance.

Your performance as a supervisor will be evaluated during the program and at its conclusion. A record of the evaluations will be retained by the work sponsor. The elements of your performance which will be noted in the evaluation include:

- responsiveness to supervision;
- skill in planning, scheduling, and assigning work;
- ability to motivate and encourage good performance by the youths supervised;
- accuracy and completeness of records including time and performance records;
- ability to deal with work-related problems;
- quality of counseling for youth;
- punctuality and attendance record, timeliness of reports, etc.
- quality and quantity of work products produced by the youths under your supervision;
- maintenance of safe working conditions.

This evaluation may be useful to you if you wish to give your summer employer as a reference.

B. Program Evaluation and Improvement

The entire program is constantly under study and review to make it more valuable to the community and to the youths employed in the program.

You are expected to cooperate and to provide accurate information for the different official evaluation teams that may visit your worksite during the summer. Beyond this cooperation, we want your help in improving the programs and ask for your suggestions. The next page is provided so that you can submit suggestions for improvement to your superior or to the City CETA office.

We all hope that you have a productive and enjoyable summer.

SUGGESTIONS FOR PROGRAM IMPROVEMENT

FROM ____
(supervisor's name and affiliation)

SUGGESTION 1:

SUGGESTION 2:

SUGGESTION 3:

(NOTE: Whenever possible, suggestions should indicate what is to be changed or added, by whom, when, and at what cost. Implications and impact should be discussed, and savings of money or other resources, if pertinent, should be estimated.)

MANUAL EVALUATION

We would appreciate your comments on this manual.

1. Was it helpful? ______________________________

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If yes, how? ______________________________

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2. Did you use it?

none ________ some parts ___________ all ___________

Please explain your answer in detail.

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3. What should be added, changed, deleted?

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Please send your response to:

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National Child Labor Committee
1501 Broadway
New York, N.Y. 10036

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